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HOW A DECISION WAS MADE A STUDY OF THE TEACHER
TRAINING ISSUE IN SASKATCHEWAN

by

Ian Edward Housego

A DISSERTATION

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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies for acceptance, a dissertation entitled "How A Decision Was Made: A Study of the Teacher Training Issue in Saskatchewan" submitted by Ian Edward Housego in partial fulfilment of the requirements for the degree of Doctor of Philosophy.

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ABSTRACT

Within the past few years in Saskatchewan, certain individuals, organizations and associations agitated for a change in the teacher training policy of the Department of Education. A conflict developed because there were some who opposed the proposed change. A controversy developed with respect to which among alternative policy proposals should become the teacher training policy in Saskatchewan.

This study sought to investigate the ways in which private citizens and public officials, as members of various organizations, affect governmental decisions. An attempt was made to clarify the roles played by the Saskatchewan School Trustees' Association, the Saskatchewan Teachers' Federation and the University of Saskatchewan in the settlement of the teacher training issue recently faced by the provincial Department of Education

This issue, because it was so recently settled, provided a suitable opportunity to investigate (1) the processes which lead to possible change in certain aspects of the education institution, (2) the system of influence which the issue created, and (3) the way in which the issue was settled.

Specifically, the question this study sought to answer is: What forces inside and outside the Government of Saskatchewan attempted to change the existing system of education and which attempted to maintain the status quo by trying to influence the official decision-makers in the Government? Related questions are: How did they try to influence the official decision-makers? Why did they try? With what results? This

researcher assumed that partisans determine in an important way governmental policy decisions, so it is a study of the behaviour of influential persons and groups in terms of their significance for other persons and groups.

When studying power in terms of partisans, there are three basic approaches a researcher may use: (1) the study of power and influence potential, (2) the study of power and influence reputation, and (3) the study of particular issues in which power and influence helped to determine the outcome. While some researchers have been concerned with the exercise of power and focus upon issues, others have been concerned with potential power and focus upon reputations. This study sought to examine government as patterns of influence and attempted to delineate the system of influence which surrounded a contemporary issue in a department of government by the use of both the reputational approach and the issue-analysis approach.

The study was undertaken at two levels -- that of the formal organization of the Education Department which involves authoritative decision-makers, and that of the informal organization which involves outside influentials and the effects of such on authoritative decision-making. Two basic steps were included in the methodology used to uncover the system of influence surrounding the teacher training issue -- identifying the influentials and clarifying their roles as they sought to be influential. The account of the "politics" involved in the settlement of the issue consists in an account of (1) those ends of each party to the issue, (2) the respects in which the ends of the partisans are in

conflict, (3) the nature of the activity by which the issue was agitated and a settlement reached, and (4) the terms of the settlement.

The findings suggest that the influentials involved in the settlement of the teacher training issue operated only in legitimate ways. Basically they carried on negotiations in a Minister's Committee -- the mechanism set up by the Minister of Education to provide for the settlement of the issue. There appears to have been no exercise of power from "outside" by a power elite not directly connected in a legitimate way to the provincial institutions of government and education. In other words, when the provincial cabinet finally ratified the new teacher training policy, a political decision occurred. It took place because of formal and informal activity within the halls of government, not because of the exercise of power from without the halls of government.

The decision taken was democratic in that certain organizations with a specific interest in the teacher training issue were allowed to exert pressure in an attempt to influence the final decision by the Minister of Education and the Cabinet. The official decision-makers, then, reacted to pressures from interest groups and developed a policy on the basis of the conflict and consensus which surrounded and grew out of the teacher training issue. The organizations were able to combat the government as the one centre of power. The Minister's Committee was a device for opening and keeping open a channel of communication between the parties most concerned with teacher training. It allowed for negotiation, consultation and the achievement of consensus. Indeed, the consensus achieved became the new teacher training policy.

The findings of this research suggest not only the crucial importance of administrators in policy-making at the government level, but also the inability of organizational elites to create the conditions required for making decisions jointly on matters of common concern. The findings further suggest that public officials at the "administrator level" are more than brokers amongst competing interests. They become themselves an elite, able to determine in fact what the policy shall be, to determine the nature of the consensus which arises out of the conflict amongst organizations (acting as pressure groups) over a policy issue.

TABLE OF CONTENTS

CHAPTER	PAGE
I. STATEMENT OF THE PROBLEM	1
Background of the Study	1
The Problem	4
Review of the Related Literature	5
Significance of the Research	24
II. METHODOLOGY	28
Introduction	28
The Steps in Data Gathering	35
Interpretation of the Data	39
Limitations of the Study	39
III. THE FORMAL STRUCTURE OF THE GOVERNMENT OF SASKATCHEWAN DEPARTMENT OF EDUCATION . . .	40
The Beginnings of the Department of Education in Saskatchewan	40
The Organization of the Department of Education in Saskatchewan, 1963	44
Conclusion	64
IV. A HISTORY OF THE TEACHER TRAINING ISSUE IN SASKATCHEWAN: THE FIRST MINISTER'S COMMITTEE	66
Introduction	66
The Formation of the Committee	67
The First Meeting	70
The Second Meeting	78
The Third Meeting	81

CHAPTER	PAGE
The Fourth Meeting	87
The Interim Report	92
The Fate of the Interim Report	94
V. A HISTORY OF THE TEACHER TRAINING ISSUE IN SASKATCHEWAN: THE SECOND MINISTER'S COMMITTEE	102
Establishing the Second Minister's Committee . .	102
The First Meeting of the Minister's Committee .	112
The Second Meeting	115
The Third Meeting	120
The Fourth Meeting	126
The Kenosee Conference	135
The Fifth Meeting	138
VI. THE MEMBERSHIP OF THE INFLUENCE SYSTEM SURROUNDING THE TEACHER TRAINING ISSUE: 1962-1963	144
Designation of Influentials	145
Designation of Top Influentials	153
VII. AN ACCOUNT OF THE POLITICS INVOLVED IN THE TEACHER TRAINING ISSUE, 1962-1963: A CONFLICT OF ENDS	158
The Ends of the Parties to the Issue	159

CHAPTER	PAGE
The Problems Involved in the Issue of Teacher Training From the Viewpoint of the Department of Education (as Perceived by the Members of the Minister's Committee)	170
The Problems Involved in the Issue of Teacher Training as Perceived by the Members of the Minister's Committee	173
A Conflict of Ends	178
VIII. AN ACCOUNT OF THE POLITICS INVOLVED IN THE TEACHER TRAINING ISSUE, 1962-1963:	
ACHIEVING CONSENSUS	183
The Agitation of the Issue	183
The Settlement of the Issue	206
IX. SUMMARY AND CONCLUSIONS	216
The Process of Decision-Making	216
An Analysis of the Teacher Training Issue as a Process of Decision-Making	224
Democratic Policy-Making in Education	233
BIBLIOGRAPHY	240
APPENDIX A: Data Gathering Devices	249
APPENDIX B: Ordinances of the Northwest Territories, An Ordinance Respecting Schools. Chapter 29, 1901..	258
APPENDIX C: Organizational Patterns which Might be Suitable to Saskatchewan	263

	PAGE
APPENDIX D: The Proposal for the Integration of Teacher Education Services Made by the President of the University of Saskatchewan at a Meeting with the Minister of Education on 20-XII-1961	274
APPENDIX E: A Summary of the Government of the Province of Saskatchewan Department Memo	281
APPENDIX F: A Summary of a Requirement Study on the Education and Training of Teachers and Professional Staff Which Came Under the Purview of the Minister	284
APPENDIX G: Propositions Regarding Organization of the Programme for Teacher Education and Professional Educational Development by the Director of Teacher Training	290
APPENDIX H; Excerpts from the University of Saskatchewan College of Education Memorandum to the President from the Dean of Education, January 3, 1963 . . .	295
APPENDIX J: Report of the Sub-Committee on Teacher Education Program Development to the Minister's Committee on Professional Education Development .	299
APPENDIX K: A Statement by the Executive of the Saskatchewan School Trustees' Association to the Minister of Education Concerning the Report of the Minister's Committee on Professional Educational Development	309

PAGE

APPENDIX L: Excerpts from "Minutes of the Advisory Committee
on Teacher Training and Certification," Saskatchewan
Teachers' Federation, April 27, 1963 313

APPENDIX M: Excerpts from the Presentation to the Minister of
Education by the Saskatchewan School Trustees'
Association, November 5, 1962 316

APPENDIX N: Notes on the Theoretical Bases of this Power Study 320

LIST OF TABLES

TABLE		PAGE
I.	Persons Named as Having Exerted or Exerting Influence on the Development of Teacher Training Policy at the Present Time and in the Recent Past in Saskatchewan	150
II.	Organizations and Associations Named as Having Exerted or Exerting Influence on the Development of Teacher Training Policy at the Present Time and in the Recent Past in Saskatchewan	151
III.	Individuals Rated as Top Influentials in Initiating, Supporting, or Blocking Actions which have Affected the Development of the Teacher Training Policy. . .	156

LIST OF FIGURES

FIGURE	PAGE
1. The Department of Education, 1901	45
2. The Department of Education, 1963-1964	46
3. Extreme Policy Alternatives of the Parties to the Issue	180

CHAPTER I

STATEMENT OF THE PROBLEM

I. BACKGROUND OF THE STUDY

The purpose of this study is to investigate the ways in which private citizens, voluntary associations and organizations affect governmental decisions. Specifically an attempt was made to determine the roles played by various groups and organizations such as the Saskatchewan Teachers' Federation, the Saskatchewan School Trustees' Association, and the University of Saskatchewan in the settlement of the teacher training issue which the Saskatchewan Department of Education recently faced.

That competing interests and conflicting values are often brought to bear on the settlement of province-wide and nation-wide issues, regardless of the scope of the issues, is obvious to anyone familiar with the functioning of the modern state. There do exist pressures on government from the "outside." This study assumes that there are significant problems in this area worthy of investigation.

In the Province of Saskatchewan the training and certification of teachers are largely controlled by the Provincial Department of Education. Section 93 of the British North America Act gives responsibility for education to the provincial governments; accordingly, until recently, the Saskatchewan Department of Education operated two Teachers Colleges under the direct supervision of the Director

of Teacher Training. Located in the cities of Regina and Saskatoon, these colleges offered a one-year training programme beyond senior matriculation. A student graduating from a Teachers College was awarded an interim standard certificate by the Department of Education. The standard certificate was made permanent when the student completed successfully five recognized university courses.

Teacher training is also carried on at the University of Saskatchewan College of Education. Two alternative programmes are offered at this University: (1) a two-year course leading to a diploma and a permanent standard certificate, and (2) a four-year course leading to a Bachelor of Education degree and a professional teaching certificate. Students enrolled in the latter programme may obtain certification to teach either in elementary schools or secondary schools; they may specialize in one or another of a number of fields. While the Director of Teacher Training controlled rather directly the programme of the Teachers Colleges, he did not control directly the programme offered or the personnel of teacher training at the University of Saskatchewan. Because of the unique relationship of the University to the Provincial Government, governmental control of teacher training in the College of Education is only indirect.¹

¹In Saskatchewan the Government appoints seven of the fourteen members of the University Board of Governors. By contrast, in Alberta and British Columbia each respective Government appoints to the Provincial University's Board of Governors a majority of the members (ten out of thirteen members in Alberta and seven out of twelve members in British Columbia).

Until recently the policy of the Department of Education concerning the locus of teacher training was not an educational issue. But within the past few years certain individuals, organizations, and associations have been agitating for particular changes in policy. They argued that the training of teachers should take place within the University, that the Teachers Colleges, in other words, should come under the aegis of the University of Saskatchewan. Those who take this point of view argued that teacher training should be less under the control of the Department of Education and more under the jurisdiction of the University of Saskatchewan. A conflict arose because there were others who opposed the proposed change. Those in opposition argued, for example, that teacher training is constitutionally a provincial government responsibility and so it must remain under the direct control of the Department of Education. The result of this controversy was that alternative teacher training policies were proposed by different groups. In an attempt to settle this issue, officials of the Department of Education re-examined their policy regarding the training of teachers. As a result, a new teacher training policy has been adopted.

Because the teacher training issue is contemporary and is one which has been settled recently, it provided this researcher in educational administration with a suitable opportunity to investigate (1) the processes which lead to possible change in certain aspects of the education institution, (2) the system of influence which the issue created, and (3) the way in which the issue was settled.²

²The problem of issues, their agitation and settlement, relates to the larger problem in political sociology of the social conditions

II. THE PROBLEM

The process of formal education in the Province of Saskatchewan is carried on under the control of the Provincial Government. The Government provides a province-wide system of education through a Department of Education and through locally elected education authorities, namely, school unit boards and local school district boards. The Department, as a formal organization responsible to the legislature for the development and maintenance of the provincial school system, makes decisions from time to time which are directly relevant to the province-wide system of education.

The fact that major policy decisions are made within the Department of Education implies that there are authoritative decision-makers within the Department.³ Such decision-makers are authoritative in the sense that they are members of the formal organizational structure of the Department of Education. Their authority derives from law and custom. When the decision-makers are confronted by issues, each issue having its partisans, then we can assume the issues are settled in a context of power relations. The given issue, in other words, is surrounded by a system of influence.

which make for democracy. For a discussion of this larger problem and the important concepts of "conflict" and "consensus" see S. M. Lipset, Political Man, The Social Bases of Politics (Garden City, New York: Doubleday and Company, Inc., 1960), Chapter 1.

³A major policy decision is a choice among several modes of action which is made by an authoritative person or group within the Department of Education and of which the goal is the change or maintenance of the provincial system of education.

Specifically then, the problem of this study is an attempt to describe the system of influence which presumably surrounded the teacher training issue recently faced by the Saskatchewan Department of Education. The question this study seeks to answer is: What forces outside and inside the Government of Saskatchewan attempted to change the existing system of education, and which attempted to maintain the status quo by trying to influence the decision-makers in the Department of Education?⁴ Important related questions are: How did they try to influence the decision-makers? Why did they try? With what results?

To answer these questions it was necessary to discover the individuals and groups in the Department of Education and in the Province at large who were interested and involved in the teacher training issue. Then it was necessary to investigate and clarify the role of each individual and group in the agitation and settlement of the issue, the ways in which the issue was perceived by different people, and the kind of solution each preferred most.

III. REVIEW OF THE RELATED LITERATURE

This research study developed out of the literature in political sociology on community power studies. Therefore it is important to review the related literature in order to clarify the theoretical and methodological bases which support this study.

⁴When one gets others to act, think, or feel as one intends, one is influential. An "influential" is a person or association or organization which initiates alternatives or vetoes proposals of others in the settlement of an issue.

A growing number of researches provide empirical data on the nature of community power and leadership. They make possible theoretical statements relevant to decision-making structures within various local communities. They make possible statements about the connexion between kinds of decision-making (or power) structures and related social structures. In addition, these researches have provided for considerable discussion concerning the methodology which is relevant to the acquisition of valid and reliable data in the study of community power.

From the review of the literature it seems clear that partisans importantly determine, in many instances, community decisions. Persons, organizations, and associations are able to affect the outcome of issues because they control specific resources such as wealth and solidarity. When one studies the activities of partisans in affecting the decision-making process and the settlement of issues in a community, one uses the concepts of power and influence to describe relationships among persons and/or groups in terms of their significance for other persons and/or groups.⁵

⁵For the purposes of this research study, the problem of understanding the decision-making process will be viewed from the perspective of power. Here power, in its most general sense, refers to ". . . a capacity or ability to control others and, in this context, to control the decision-making process." See W. V. D'Antonio and H. J. Ehrlich (eds.), Power and Democracy in America (Notre Dame, Indiana: University of Notre Dame Press, 1961), 132.

There are three basic research designs which a researcher may use when he sets out to study community power in terms of partisans:⁶ (1) the study of power and influence potential, (2) the study of power and influence reputation, and (3) the study of particular issues in which power and influence helped to determine the outcome. A brief comment on each of these approaches is in order.

Community power can be studied indirectly by producing inventories of the positions in the community which have the attributes required if power and influence are to be wielded. Such studies document who controls significant amounts of, say, economic resources in the community on the assumption that those who control economic organization are in a position to wield economic sanctions and are therefore able to influence decision-makers. Another example would be that some leaders, because of their position in a solidary organization, are able to influence the opinions of their followers on a given issue.^{7, 8}

This approach carries the assumption that one's potential power or influence will be used. The potential is held to be effective, regardless of the point at which it is applied. For the most part these studies

⁶P.H. Rossi, "Community Decision-Making," Administrative Science Quarterly, 1 (1957), 415-443.

⁷Bernard Barber considers power to come under the rubric "social influence." Social influence is defined as ". . . the effect that the behaviour of one party (individual or group) has upon the thinking and action of some other party (individual or group)." He argues that power is but one form of influence. See Social Stratification (New York: Harcourt, Brace and Company, 1957), 541 pp.

⁸As an example of this approach to the study of power see C.W. Mills, The Power Elite (New York: Oxford University Press, 1959), 423 pp.

refer to the use of economic power to block or veto proposed changes in the community.⁹

The researcher who uses the reputation approach uses socio-metric techniques to chart the interrelationships within a group of people. Informants or judges are asked whom they perceive to be powerful within a community. Those persons, organizations and associations that get the larger number of "votes" from the informants are said to constitute the community's power structure. Or, informants are asked to designate whose opinion, for example, would influence them on a given topic. Thus, the structure of power and influence is delineated in terms of the reputations attributed to individuals, organizations and associations by a set of judges.¹⁰

Within the past few years there have been studies of decisions as such and the decision-making process. The most successful studies of decisions outside the laboratory setting have been done in relation to mass observations of voting behaviour.¹¹ Recently other studies have been done where attempts were made to follow the "careers" of more complicated issues in order to see who influenced them and how they were affected. This approach involves tracing the history of a partic-

⁹Floyd Hunter suggests that, regardless of the size of the community he has so far studied, ". . . the man sitting at the job point of power as the head of a large corporate enterprise has much influence." See Hunter, "Studying Associations and Organization Structures," in R. Young (ed.), Approaches to the Study of Politics (Evanston, Illinois: North Western University Press, 1958), 346.

¹⁰As an example of this approach see F. Hunter, Community Power Structure: A Study of Decision Making (Chapel Hill, North Carolina: University of North Carolina Press, 1953), 297 pp.

¹¹As an example of this approach see P. Lazarsfeld and others, The People's Choice (New York: Columbia University Press, 1955), 178 pp.

ular decision about some community issue of policy.¹²

For the purposes of this research, we can summarize what has been said above by suggesting that studies of power tend to focus upon power as a potential for control, or through its exercise, as realized control. This is to say, some researchers have been concerned with the exercise of power and focus upon issues. Others have been interested in potential power and focus upon reputations.

Those who study potential for power and focus upon reputations select individuals in some segment of the population who, because of their positions, are presumed to have especially valid knowledge. They are asked to designate who has power in the community.

Those who study the exercise of power and focus upon issues select individuals in some segment of the population who are involved by their positions in a particular community decision and ask them to designate who wielded some influence on that decision.

When one estimates the potential for power residing in given individuals and positions, one uses the reputational approach. When one attempts to discern how influence is actually wielded as it relates to specific decisions, one uses the issue approach.

The Reputational Approach

Floyd Hunter's research on community power structure and the publication of his findings have been significant for research on decision-

¹²As an example of this approach see E. C. Banfield, Political Influence (New York: The Free Press of Glencoe, 1961), 354 pp.

making.¹³ His findings directed attention toward informally organized groups. Hunter assumed that certain community residents are more likely to know than others about local leaders and about community decision-making. He correctly saw that if one wishes to study power and influence as wielded over certain community affairs, then one must move from the "mass" to the "elite" for a target population.¹⁴

It will repay our understanding to describe briefly the approach Hunter used in his original study which took place in Atlanta, Georgia (Regional City). Hunter put together a list of "top" men in each of the community sectors of business, civic affairs, government and "society." His lists contained about 175 names which he got from interviewing local "knowledgeables" (for example, the editors of the daily newspapers). Fourteen judges were asked to pick and rank the top ten names on each of the four lists. The forty top-rated persons were assumed to make up the power structure of Regional City.

Hunter differentiated within this power group by interviewing as many of the forty as possible. He discovered who was perceived to wield influence in general, behind the scenes and over certain governmental officials, but, as well, he outlined their characteristic leadership roles and indicated the positions they held in the community structure.

¹³Hunter, loc. cit.

¹⁴P. Rossi suggests that this is Hunter's main contribution to the study of community power. See "Theory and Method in the Study of Power in the Local Community," A Paper presented to the Annual Meeting of the American Sociological Association, New York, 1960, 48 pp. (mimeographed).

In the identification of leaders, Hunter let the "elite" define itself. According to L. Herson, ". . . where his predecessors had perceived community power relations by insight and rough influence, Hunter is able to specify his techniques of measurement; and in this fashion, to hand them over to others for employment in replicative studies."¹⁵

In a number of instances, Hunter's work has been replicated. Usually attempts have been made to improve the methodological technique. For example, Delbert Miller¹⁶ has built into his conceptual scheme a "stratification" of influential persons in community decision-making. He describes top influentials and key influentials. The former are potential influentials; the latter are "those of the larger group who are consistent leaders or who are galvanized into action by a particular issue and whose activity tenure then corresponds to the life of the issue."¹⁷

R. Schulze and L. Blumberg found that the reputational technique for identifying the most influential in the affairs of the community produces substantially the same list of nominees no matter who does the nominating.¹⁸

¹⁵"In the Footsteps of Community Power," American Political Science Review, 55 (1961), 818.

¹⁶See "Industrial and Community Power Structure: A Comparative Study of an American and an English City," American Sociological Review, 23 (1958), 9-15.

¹⁷Herson, op. cit., 822.

¹⁸"The Determination of Local Power Elites," American Journal of Sociology, 63 (1957), 290-296.

By means of an historical analysis, R. Schulze extended the explanatory power of Hunter's technique.¹⁹ Studies which determine power structure using Hunter's technique and then predict the outcome of community decisions to affirm the accuracy of the original power structure have also strengthened Hunter's method.²⁰

Floyd Hunter's original study revealed that important community policies were, for the most part, formulated by the top level leadership (made up chiefly of high-ranking business and industrial executives who seldom held public office or official positions in the formal organizational structure of the community). Studies which have used the Hunter technique or variations of it uniformly report the domination of community decision-making by a minority of the population of the community. However, they disagree on the extent to which the official and formal community leadership is subordinated to the top leadership of the community power structure.

The Controversy Which Surrounds the Reputational Approach

Because of its ease of replication, Hunter's approach to the study of community power has been popular with some researchers. However, it has been criticized by others. The criticisms of Raymond Wolfinger are characteristic.²¹ Wolfinger sets out to explore "the utility of the

¹⁹"The Bifurcation of Power in a Satellite City," in M. Janowitz (ed.), Community Political Systems (Glencoe: The Free Press, 1961), 19-80.

²⁰See R. Hanson, "Predicting a Community Decision: A Test of the Miller-Form Theory," American Sociological Review, 24 (1957), 662-671.

²¹"Reputation and Reality in the Study of 'Community Power'," American Sociological Review, 25 (1960), 636-644.

reputational method for the study of local political systems." He raises two questions: (1) Are reputations for power an adequate index of the distribution of power? (2) Even if the respondents' perceptions of power relations are accurate, is it useful to describe a political system by presenting rankings of the leading participants according to their power? According to Wolfinger, anyone who answers these questions in the affirmative faces three problems. First is the problem of ambiguity. Ambiguous answers are likely to result when respondents are asked to name the most powerful members of the community. There are two reasons for this, says Wolfinger: (1) power may vary from one type of issue to another; (2) the researcher and respondent may not share the same definition of power. The questions asked need to distinguish between public and private scopes and between power and status. "Ambiguity can be minimized by asking questions about specific scopes and eschewing the 'who is the local big shot?' approach."²²

The Wolfinger's question, "Are reputations for power an adequate index of the distribution of power?" H. J. Ehrlich answers, ²³ ". . . they are indeed an adequate index of the perceived distribution of power in the local community." And to ask if this is a useful way to describe a political system depends upon the purposes at hand. Ehrlich says, ²⁴

²²Ibid., 640. Nelson Polsby raises this problem as one of semantics. See Polsby, "The Sociology of Community Power: A Reassessment," Social Forces, 37 (1959), 232-236. A study recently completed at the University of Alberta was concerned with this particular problem among others. See S. Phillett, An Analysis of Community Influence: Some Conceptual and Methodological Considerations, Unpublished M.A. Thesis, University of Alberta, Edmonton, 1963. Pp. 93.

²³"The Reputational Approach to the Study of Community Power," American Sociological Review, 26 (1961), 926-927.

²⁴Ibid., 826.

. . . for example, if we can ascertain the way in which people perceive the power structure of the local political system affects the way in which they behave towards and in that system, then surely we are dealing with very meaningful and indeed very useful considerations.

Ehrlich goes on to comment upon the problem of ambiguity. He argues that general power rankings are not necessarily misleading. For some purposes it is quite conceivable that a researcher will attempt to deal with an individual's power across all issues. In any event, this is an empirical question, and, according to Ehrlich, at this stage in the study of community power it should not be dismissed out of hand.

That the researcher and the respondent may not share the same definition (of power) is an issue of all social science research. Ehrlich asks if the issue of the validity of questionnaire or interview responses is more critical in the area of reputed power than in other areas of social science research.

Second is the problem of the prevalence of misperception. Wolfinger argues that if one assumes that the researcher and the respondent have the same phenomena in mind, there remains still the question of how accurate the perceptions of the respondent are.²⁵ He suggests there exists some evidence these are inaccurate and he contends that none of the power attribution studies has been validated on this point. While private citizens are unreliable sources of information, those persons active in public life are not much better informants on either general or specific questions.²⁶

Ehrlich sees this as a question of the accuracy with which people perceive the community power structure. He admits that if the researcher relies solely on the reputational approach to establish the

²⁵Wolfinger, op. cit., 641.

²⁶Ibid.

power structure he might get a scientifically inaccurate picture. "But surely other means of research are neither logically nor empirically excluded to those who use the reputational approach."²⁷

Ehrlich's point is that one who uses the reputational technique only may have a deficient research design. This is not to be construed as a weakness in the reputational approach per se.

Raymond Wolfinger's third problem is the problem of the inutility of influence rankings. He gives three reasons why influence rankings are useless:²⁸

(1) Even if reputations for power do constitute an adequate index of power, the resulting list of influentials would not be useful without additional research. Wolfinger asks, "In compiling a list of leaders, how does one decide on the size of the group?" One is assuming that political power is concentrated in a very small group when one defines the size of the group in an arbitrary, a priori manner.²⁹

Ehrlich dismisses Wolfinger's argument that a list of powerful persons is not useful without further research. Ehrlich points out that this is tantamount to saying that if one wants to do more than what the reputational approach will yield, then one must do more research. He refuses to construe this as a limitation on a single method of research.³⁰

²⁷Ehrlich, op. cit., 826.

²⁸Wolfinger, op. cit., 642.

²⁹Polsby sees this problem as one of the tendency to regard power as pyramidal. See op. cit., 234.

³⁰Ehrlich, op. cit., 927.

(2) Influence rankings must show not only how influence is unequally distributed, but also the degree of "cohesiveness" of the ruling group. Do they act together rather than in opposition? According to Wolfinger,³¹

Most of the reputational researchers consider this point, but then go on to draw conclusions about the probable decisions of their putative elites by assuming that political preferences can be inferred from socio-economic status.

Wolfinger argues that this assumption is questionable. It assumes that policy preferences exist on the basis of a "class position," that the same people are on the same side on every issue.³²

(3) The method of influence ranking assumes and reports a distribution of power which is static. According to Wolfinger, the sources of power cannot be assumed to undergo only slow change. He goes so far as to say that the power-attribution method seems incapable of solving the problem of the shifting distribution of power.³³ In other words, reputational researchers do not look upon power as decentralized, situationally determined, widely shared or changing. Rather, according to the critics, there is a tendency to regard power as stable and unitary, something found at the "top" of the social structure. Polsby says,³⁴

³¹Wolfinger, op. cit., 643.

³²Nelson Polsby considers this problem when he deals with the assumption that economic value distributions determine other value distributions. See Polsby, op. cit., 233.

³³Wolfinger, op. cit., 644.

³⁴N. Polsby, "Power in Middletown: Fact and Value in Community Research," Canadian Journal of Economics and Political Science, 26 (1960), 603.

A great danger in observing power from the perspective afforded by a neo-Marxian class analysis is the tendency to regard distributions of power as "frozen" into the social structure, in a pattern approximating distributions of wealth and social status.

For a reply to these last two points made by Wolfinger and Polsby let us turn to a comment by B. Abu-Laban.³⁵ He points out that a major assumption which underlies the reputational approach is that "power is a relationship between actors and that it is differentially distributed in the social system."³⁶ He claims that this assumption is based upon one of the fundamental facts of social organization, that is, the fact of social stratification. Abu-Laban argues that "the political order reflects a differential among citizens in the distribution of power and influence."³⁷ He contends that this order (like the economic and social orders) is characterized by more or less structural stability except in periods of rapid social change. Thus, ". . . in a stable political order where change is directed and purposeful, rapid or excessive turnover among leaders is not likely to occur."³⁸ Abu-Laban refers to findings from comparative and longitudinal studies which tend to confirm this.³⁹

³⁵B. Abu-Laban, "The Reputational Approach in the Study of Community Power: A Critical Evaluation," A Paper Written at the University of Alberta, Edmonton, 1962. 28 pp. (Mimeographed).

³⁶Ibid.

³⁷Ibid.

³⁸Ibid.

³⁹See W. V. D'Antonio and E. Erickson, "The Reputational Technique as a Measure of Community Power: An Evaluation Based on Comparative and Longitudinal Studies," American Sociological Review, 27 (June, 1962), 362-376.

The nub of Raymond Wolfinger's criticism as outlined above is that the reputational method, in delineating a model of the political process, assumes that potential for power is equal to the realization of that potential. Howard Ehrlich agrees when he says that without demonstrating that power potential, as determined by the reputational approach, is exercised in fact, then the reputational method tells little about the objective structure of power and decision-making in the local community.⁴⁰ Ehrlich points out that it remains to be shown that individuals with a reputation for power do, in fact, exercise their power successfully. He says,⁴¹

The relationship between power as a potential for control -- as assessed by reputation or position -- and power as control itself is clearly a complex one and not given to easy demonstration. Nevertheless, neither the difficulties of such demonstration nor the past inadequacies of research designs employing the reputational method are sufficient to warrant its abrupt dismissal from repertory of the sociologist.

The Issue Approach

This study of the teacher training issue in Saskatchewan assumes that neither the reputational approach nor the issue approach is capable of covering the range of phenomena connected with power and influence as they are herein to be studied. Each approach is suitable for certain kinds of problems but not for others. In other words, this study assumes

⁴⁰Ehrlich, op. cit., 927.

⁴¹Ibid. For a reply to Ehrlich's article by Wolfinger, see "A Plea for a Decent Burial," American Sociological Review, 27 (December, 1962), 841-847.

that these two approaches supplement each other. This being so, it is important to examine the assumptions and the methodology of the issue approach as they relate to this particular research.⁴²

The issue approach attempts to study specific outcomes so as to discover who in fact prevails in community decision-making. The study of issues requires arduous and expensive field work. Usually only a few issues are selected to be studied. Always more than one is selected, since the issue approach assumes that the same pattern of decision-making is likely to reproduce itself in more than one area. The group that rules in a given issue can be determined empirically through the observation of actual behaviour and through reconstruction from documents, witnesses, et cetera.

The issue approach assumes that power may be tied to issues and that descriptive accuracy will be enhanced when power distributions are formulated so as to take account of the dimension of time. It is also enhanced when it is demonstrated that coalitions vary in their permanency.

The issue approach stresses that overt activity is a good indication of involvement in issues. It assumes that there are numerous issues and many points at which group values can be realized. It is important to recognize this, since there are certain "costs" for an individual or group when it takes any action at all.

⁴²What follows is based upon the thinking of Nelson Polsby. See "How to Study Community Power: The Pluralist Alternative," The Journal of Politics, 22 (1960), 474-484.

The issue approach stresses the time-bound nature of coalitions and the voluntary aspect of political participation. Politically important groups, for example, interest groups, are viewed as the phenomena of collective behaviour.

According to those who use the issue approach in the study of community power, American society is broken up into numerous small, special interest groups with overlapping memberships. These groups have widely differing power bases and they employ a multitude of techniques for exercising influence on decisions of importance to them. The issue approach seeks to find out about leadership roles within a single issue area over time and between issue areas. "By describing and specifying leadership roles in concrete situations, [those who use the issue approach] are in a position to determine the extent to which power structure exists."⁴³

According to Polsby, the emphasis in the issue approach on the exercise of power means, for one thing, that there are many different kinds of resources that can be used in community decision-making.⁴⁴ For another thing, it means that resources are employed with various degrees of skill.⁴⁵ Polsby comments,⁴⁶

⁴³Ibid., 482.

⁴⁴For example, money and credit, control over jobs, control over the information of others, social standing, knowledge and expertness, popularity, esteem and charisma, legality, constitutionality and officiality, ethnic solidarity, the right to vote.

⁴⁵Ibid., 483.

⁴⁶Ibid.

The elaboration of the ways in which resources are employed enables the [issue] researcher to pay attention to what practical politicians customarily see as the heart of their own craft: the processes of bargaining, negotiation, salesmanship and brokerage, and of leadership in mobilizing resources of all kinds. . . .

In concluding his discussion, Polsby makes some practical recommendations to those who are going to study community power: (1) the researcher should pick issue areas as the focus of his study of community power; (2) the issue areas selected should be important to the life of the community; (3) the researcher should study actual behaviour; and (4) he should study the outcomes of actual decisions within the community.⁴⁷

An example of the use of the issue approach in the study of community power is provided by the Yale power study of New Haven, Connecticut. Under the general direction of Robert Dahl in association with Nelson Polsby and Raymond Wolfinger, a study of the power structure of New Haven was carried out.⁴⁸ This study is especially relevant to the research herein described because it deals with the important question: How are leaders to be identified?

The approach can be outlined as follows:⁴⁹ the New Haven

⁴⁷Ibid., 484.

⁴⁸This research is reported in part in articles by these researchers. See, for example, Polsby, "Three Problems in the Analysis of Community Power," American Sociological Review, 24 (1959), 796-803. Dahl has written up the study in a book entitled, Who Governs? (New Haven: Yale University Press, 1961), 355 pp. A book by Polsby is forthcoming entitled, Community Power and Political Theory (New Haven: Yale University Press). And, also, a book by Wolfinger is forthcoming entitled, The Politics of Progress (New Haven: Yale University Press).

⁴⁹See Polsby, "Three Problems in the Analysis of Community Power," op. cit., 796-803.

researchers set out to use a method which they felt would not preclude, prematurely and arbitrarily, some leaders from view. They were anxious not to depend solely upon a panel of experts to identify the most influential people in New Haven. They felt that by using a panel of experts it would be theoretically possible at least to achieve what they call premature closure.

Three issues were studied where important decisions were being made which affected the entire community: urban re-development, political nominations and public education. Two steps were taken in order to come by the influentials in each of these issue-areas: (1) the names of all persons formally connected with decision-making in the given area were acquired. They referred to this step as the construction of a "leadership pool"; and (2) many of the persons in the leadership pools were interviewed in order to ascertain key decisions in each issue area. These decisions provided the researchers with an historical background. In terms of this background the activities of the leadership pool could be assessed. And by investigating the activities surrounding concrete decisions, a necessary corrective was provided the list of leaders. Also, in this way, more detailed descriptions of power relations could be made and of the roles of those involved.

In a review of Robert Dahl's Who Governs?, Morris Janowitz says that Dahl exposes the reader to the raw materials of politics and emphasizes the necessity of investigating "real" power processes.⁵⁰

⁵⁰M. Janowitz, "Community Power and 'Policy Science' Research," Public Opinion Quarterly, 26 (1962), 398-410.

One of the important findings, at least to Janowitz, is that the skills of the professional politician are needed to adjudicate differences of interest groups in the metropolitan community. The problem in New Haven is not one of controlling a hidden minority. Rather, because of the dispersion of power, "the task is to create the conditions for consensus and effective decision-making."⁵¹

Janowitz takes issue with Dahl's dismissal of the reputational approach in the study of community power. According to Janowitz, Dahl has located his leaders basically in terms of their operational position in community structure. Janowitz says, ". . . informal contacts, sociometric contacts, and participation in common voluntary associations are all part of the network of influence."⁵² In the study of community power there is a need to emphasize those who actually hold formal office, but there is also a need for mass sociometric techniques since the community is a social system "in order to trace out the informal and communication links of political power."⁵³ Janowitz, in other words, argues that the positional and reputational approaches are both needed if the totality of the community political system is to be understood.

The studies of power which have been completed and reported provide valuable information about interpersonal influence, public

⁵¹Ibid., 400.

⁵²Ibid., 403.

⁵³Ibid., 407-408.

leadership and community decision-making. Some have investigated concrete issues, others have not. Where issues have been investigated, the types covered do not exhaust all possibilities.⁵⁴

This research has been guided by the existing literature. It is, perhaps, a modest extension of what has been done in the past. It has dealt with a different combination of factors than preceding studies. This study attempted to examine government as patterns of influence. By the use of the reputational approach and the issue approach, it set out to delineate the system of influence which surrounds a contemporary issue in a department of government.

IV. SIGNIFICANCE OF THE RESEARCH

This research may be significant to educational administrators as a professional group; it may be significant to the development of theory and method in the study of power and influence; it may be significant to the study of social change in the institution of education.

Significance to the Educational Administrator

In effect, this study asks, how do those affected by a hierarchy exert any significant degree of control over it? Put another way, it asks, can policy-making which goes on within a bureaucratic organization (a department of government, for example) be said to be democratic? To answer this question the study sets out to investigate

⁵⁴See E. A. T. Barth and S. D. Johnson, "Community Power and a Typology of Social Issues," Social Forces, 38 (1959), 29-32.

how influence is exerted, from within a department of government and from without, on the formal decision-makers in the department as they attempt to develop policy which will affect a province-wide system of education, and individuals, groups, and organizations related to that system.

Let us assume, with this in mind, that decision-making is a very important aspect of administration.⁵⁵ One can say, on the basis of this assumption, that the study of decision-making and the study of administration are intimately related. Presumably, then, educational administrators are interested in decision-making, in how issues arise, how they are agitated, and how they are settled. Presumably, too educational administrators are interested in the roles of partisans and the effects of influentials on decision-making.

This research will be significant to educational administrators to the extent it clarifies the system of influence surrounding the given issue and to the extent it clarifies who, in fact, the influentials are and how they operate in exerting influence.

Significance to Theory and Method in the Study of Power

Most studies of power and influence have been carried out in the community setting. The research proposed in this study differs in this respect: it provides a modest beginning to the study of interest groups which concern themselves with a certain type of educational decision.

⁵⁵J. L. McCamy, "An Analysis of the Process of Decision-Making," Public Administration Review, 7 (1947), 41.

Here is a study of the relationships of external and internal forces which affect an educational organization (a Department of Education) in the area of decision-making. Findings of this study may add some new knowledge to theory in the study of power and influence.⁵⁶

From a review of the literature on community power, it is obvious that there presently exists a controversy over the manner in which power and power relationships should be studied. The methodology and the conclusions of those researchers who employ the reputational approach are criticized by others who employ the issue approach. In effect, the latter argue that the reputational approach discovers reputation for power and not necessarily realized power.⁵⁷ Recognizing that for certain purposes each method has its strengths, this study has attempted to by-pass the conflict by employing a combination of both the reputational approach and the issue approach, and to confine the study to a single scope (education), and to carry it out in an organizational setting.

⁵⁶While it may not be clear in the beginning what new knowledge is likely to appear as a result of this research or the manner in which theory in the area of community power may be extended or revised, still, the possibility exists that new knowledge may make possible the extension or revision of current theory. There is a concept used in sociological literature to cover the possibility. It is the concept of serendipity. For a discussion of this concept see R. Merton, Social Theory and Social Structure, Revised Edition (Glencoe, Illinois: The Free Press, 1957), 103-108.

⁵⁷For the most recent exchange in this dispute by the protagonists, see N. W. Polsby, "Community Power: Some Reflections on the Recent Literature," American Sociological Review, 27 (December, 1962), 838-841; R. E. Wolfinger, "A Plea for a Decent Burial," ibid., 841-847; W. V. D'Antonio and others, "Further Notes on the Study of Community Power," ibid., 848-854.

Significance to the Study of Social Change

Some of the change which takes place within an institution such as education may be the result of self-conscious actions of individuals, groups, and organizations. If one hopes to understand change which occurs in the formal structure of an institution, change which occurs, in this case, because of political activity, then one must examine the political activity which appears to be associated with the change.

In this research the investigator assumes that an issue provides a feasible way to study political activity. This study of an issue and its history seeks to make clear the factors which appear to be crucial in affecting the outcome of the issue. This study will be significant insofar as it makes clear change which occurs in the education institution because of political activity.

CHAPTER II

METHODOLOGY

I. INTRODUCTION

As has been previously suggested, the study of political power and influence involves a concern with the questions, "Who are the power holders?" and, "How do they operate?" To one who is interested in the study of the reality of the power process, there seems to be a pragmatic distinction between the official, legitimate, visible power holders (the formal leaders), and those who influence and determine the power process unofficially, indirectly, and sometimes extra-constitutionally, the unofficial and invisible power holders (the informal leaders).

If a researcher is to understand the operation of power and influence, he must be concerned with the ends and means of both the formal and informal leaders. While it is with relative ease that the formal leaders can be identified, the discovery of the informal leaders requires, in each case, a sociological analysis of the reality of the power process.

This research presumes that one frame of reference within which power relations can be studied is provided by what is called an "issue." This framework involves actors, both persons and organizations, who direct their activity toward the attainment of certain ends. When a real or apparent conflict exists between the ends of different actors, and not all the ends in conflict can be realized, then an issue exists. The parties to an issue (or partisans) are the actors whose

ends conflict.

An issue settlement is the result of ends which are made the basis of action ending a conflict. Thinking in these terms, "Politics is the activity . . . by which an issue is agitated or settled."¹ There are various forms of political activity, for example, negotiation, argument, discussion, application of force. This means that one who makes a study of political influence might set out to provide a description of the politics related to a given issue.

Let us turn briefly to a discussion of some of the activities which can be used by partisans in order to agitate an issue or bring it to a settlement. (1) There is cooperation. Partisans may engage in a co-operative search for a settlement implied by ends or principles which the partisans agree ought to be decisive. (2) There is contention. By the exercise of power and influence, the partisans endeavour to make their ends prevail over opposition. Each party seeks to attain a settlement on those terms most favourable to him. (3) There is accommodation. One party freely chooses to make the ends of the other party his own. (4) There is dictation. One party, the dictator, compels the other or others, to accept a settlement on his terms.

The political process ordinarily manifests more than one of these modes of action. When a researcher is describing the politics of an issue which involves contention, he needs to recognize that the

¹M. Meyerson and E. Banfield, Politics, Planning and the Public Interest (Glencoe, Ill.: The Free Press, 1955), 304.

partisans each employ a strategy. Each party, in other words, decides what he will do in order to influence his adversary, or what he will do in order to counter his adversary's influence. Thus, it is important for the researcher to include an account of the strategies of contending parties.²

In his account of a political process, the researcher needs also include what, from the viewpoint of each party to the issue, are the larger issues, and what the relative importance of each is in relation to each party. Since it is not good strategy, in most instances, for one who is bargaining to reveal his end-system or to admit he is much interested in some larger issue, he must act as though he is seeking to settle the particular issue on its own merits. Almost always he has to conceal the fact that he is attempting to use the particular issue to improve his position with respect to some larger issue. And so it is often necessary for the researcher, as he attempts to describe a political process, to distinguish between the ends a party professes and those he actually seeks; between what he professes to be the relative importance of his ends and what actually is their relative importance.

What is said here, then, is, that a system of influence must be created if one hopes to concert activity for any political purpose. That

²Contention involves two kinds of action, namely struggle and bargaining. In a struggle, each contender or coalition seeks to emerge supreme, to dictate the settlement through the acquisition of enough power to do so. In bargaining, a contender seeks not to emerge supreme, but rather to emerge on terms relatively favourable. When a bargain is concluded, all parties retain some power -- the settlement is considered mutually advantageous.

is, if a party wishes to obtain certain ends, there are appropriate persons and organizations who must be induced, one way or another, to do what is required of them. Such activity may be viewed as a system of influence when it relates to a specific issue.

The purpose of this study was to examine government as patterns of influence. The advantage derived is that the researcher was able to direct his attention past the legal-formal arrangements by which things are supposed to be done to the more complicated arrangements by which things are really done. In this study, the investigator presumes the importance of "outside" influence in official decisions. He has attempted to uncover how and why outside influence was exerted and with what results.

The major weakness of studying an issue as such in a case study is that unless all issues are studied at a given time there can be no complete or systematic account of political influence. A further weakness is that the case study method does not eliminate opinion and conjecture from the data. Seldom does one get a straightforward, honest answer to questions of motivation.

The case study method, as it is used in this research, is a study of behaviour. The context was provided by an issue and its career. The immediate questions were: What did an individual do in a particular situation and, from the evidence at hand, why did he do it? The merit of the case study approach is that it remains close to reality, especially to the objective facts of behaviour that is not merely verbal.

In this research, the study of power and influence was undertaken at two levels: (1) the level of the formal organization which involves authoritative decision-makers, and (2) the level of the informal organization which involves "outside" influentials and the effect of such on authoritative decision-making. The methodology used to uncover the informal influence system surrounding the teacher training issue includes two basic steps: (1) identifying the influentials involved in the teacher training issue; and (2) clarifying the roles of the influentials as they have sought to exert influence.

The power and influence relationships of a number of actors were studied in terms of the teacher training issue. The actors are persons and organizations oriented toward the attainment of certain ends.³ It was first of all necessary to determine the formal power relationship of the authoritative decision-makers in the Department of Education. Such power relationships involve persons who are, by virtue of their position in the organizational hierarchy of the Department, legally, and by custom, entitled to make decisions.

Sociometric techniques were used to uncover the perceived power and influence structure of the Department.⁴ Such techniques were

³"An end is an image of a state of affairs which is the object or goal of activity." M. Meyerson and E. Banfield, op. cit., 304.

⁴Basically, to use the sociometric technique means that ". . . individuals are asked to designate those other individuals who stand in some sort of relationship to themselves." P.H. Rossi, "Theory and Method in the Study of Power in the Local Community," op. cit., 7. The use of the technique in power studies is based upon two assumptions, according to Rossi: (1) that influence and power are wielded by specific individuals and (2) that those involved are valid and reliable sources of information upon the relationship.

used in order to enable the researcher to clarify, power-wise, the interaction of influentials in relation to the issue of teacher training.

Informants or judges⁵ were asked whom they perceive to be influential in relation to the issue. They named persons inside the Department of Education and persons, groups, and organizations outside the Department. In the preparation of the final list, those named were interviewed and asked to nominate others they believed to be missing from the leadership pool.⁶

The informants or judges who defined the reputational power structure were drawn from the Department of Education and, as well, from outside it. Note, however, all the informants or judges were persons within the field of education. They were drawn from amongst those presumed to have knowledge about the activities of the Department of Education.⁷

The next step, after establishing the leadership pool, was to investigate the actual roles of the various influentials. The study attempted to discern how influence was actually wielded in relation

⁵For a definition of who the informants or judges are see below, 36-37.

⁶Research suggests that the frequency of nomination is an adequate indicant of the reputed degree of influence and that judges and influentials acting as judges tend to show a high degree of consensus concerning who is most influential. See W. H. Form and D. C. Miller, Industry, Labor and Community (New York: Harper and Brothers, 1960), Chapter 14.

⁷P. H. Rossi points out that some persons are more likely than others to have such information: "Particularly those whose positions bring them into close contact with the command posts are better sources of information than the general public." Op. cit., 11.

to the teacher training issue. The researcher sought to clarify the roles of influentials in the settlement of the issue. The positional and reputed leaders were interviewed to ascertain key decisions in the issue area, those who were actually involved, how they operated and with what ends in view. The key decisions provide an historical framework within which the activities of the leadership pool can be assessed. By investigating the activities which surround the concrete decisions, it is possible to "correct" the leadership pool list. It is possible to make detailed descriptions of power relationships along with detailed descriptions of the roles of those involved. (The researcher presumed that a study of the issue of teacher training provides the most direct means of clarifying the decision-making process and the roles of specific individuals, groups, and organizations at crucial junctures in the development of the governmental policy.)

The account of the politics involved in the settlement of the issue consists in an account of (1) those ends of each party to the issue which are relevant to teacher training, (2) the respects in which the ends of the partisans are in conflict, (3) the nature of the activity by which the issue has been agitated and a settlement reached, and (4) the terms of the settlement.⁸

To summarize, then, it has been by means of a combination of the reputational approach and the issue approach that the researcher has attempted to discover the involvement of influentials in the issue of

⁸Meyerson and Banfield, op. cit., 303-329.

teacher training. Each influential has been interviewed concerning his role in the issue. The researcher attempted to clarify not only the role played by each respondent, but also each respondent's perceptions of the roles of other influentials. Each was asked to describe the way in which he perceives the influence system to have operated and to be operating. The influentials were further questioned concerning the existence of "pressures" affecting the issue and the manner in which influentials attempted to influence the issue settlement.

The sources of information were statutes, orders-in-council, records, memoranda and briefs in the Department of Education, personal interviews, newspaper reports and editorials, articles and editorials in periodicals and publications. Especially by means of interviews were influentials identified and the role of each determined. Also, through interviews, issue perception and proposed solutions were clarified. From such things as records, newspapers and periodicals it was possible to substantiate the opinions expressed by influentials in interviews.

II. THE STEPS IN DATA GATHERING

A Description of the Formal Power Structure of the Government of Saskatchewan Department of Education

First of all the researcher describes the formal, hierarchical arrangement of the positions within the Department of Education. The various positions are described in relative terms within a super-ordinate-subordinate frame of reference. This positional model of

influence is a description of the structure of authority relationships, of the legal potential ability possessed by authoritative decision-makers to influence departmental decisions. The primary sources of information are the statutes which relate to the structure and functioning of the Department of Education, the job descriptions provided by the Saskatchewan Public Service Commission and interviews with knowledgeable persons in the Department of Education and the Public Service Commission.

A Description of the Informal Power Structure of the Government of Saskatchewan Department of Education

Location of Informants and Designation of Influentials

The researcher asked an arbitrary number of persons to designate who has been and who is now influential with respect to the teacher training issue. The researcher selected individuals who, because of their positions, could provide especially valid knowledge concerning the development of the issue. They were able to say who has been and who is influential.

Presumably those who work closely with the chief authoritative decision-makers are knowledgeable concerning the influence exerted upon such decision-makers. The chief authoritative decision-makers are those who hold positions within the Department of Education such as Minister, Deputy Minister, Assistant Deputy Minister, Director of Teacher Training, Chief Superintendent, and Director of Curricula. Those who work closely with the chief authoritative decision-makers, but under them in the departmental hierarchy, are professional civil

servants; they work within the various branches of the Department and are responsible to the respective heads of the various branches. Such persons were asked to become judges or informants.⁹

Others, closely associated with the chief executive officers of associations involved in the settlement of the issue, were asked to become informants: seven professors at the University of Saskatchewan (six members of the Faculty of Education and the Director of Summer School); three executive assistants and the assistant executive secretary of the Saskatchewan Teachers' Federation; two members of the executive of the Saskatchewan School Trustees' Association; two members of the executive of the Saskatchewan Federation of Home and School Associations.

All together, thirty persons who might reasonably be expected to be knowledgeable about the issue of teacher training were asked to name those reputed to be or to have been influential with respect to the issue. (See data gathering device 1, Appendix A).¹⁰

Designation of Top Influentials

A panel of twelve raters was formed. The raters were selected on the basis of their intimate knowledge of the leaders in education and

⁹Those asked to be informants in the Department of Education were the Director of School Administration, the Supervisor of School Administration, the Supervisor of School Grants and Statistics, the Assistant to the Director of Curricula, the Supervisor of Guidance and Special Education, the Supervisor of School Libraries, the Administrative Officer of the Department, the Director of Examinations and Registrar and the Assistant to the Deputy Minister, as well as five instructors from the Teachers Colleges in Regina and Saskatoon.

¹⁰Appendix A, Data Gathering Devices, 249-257. Note that organizations and associations as well as individuals were considered as influentials.

their broad knowledge of the provincial institution of education.¹¹

The panel was asked to designate each influential as more or less influential on a specific criterion -- the decision-making process related to the teacher training issue. Those whom the raters nominated most frequently as being most influential from amongst the reputed leaders (the influentials) are the top influentials. In other words, top influentials are those reputed to have the most influence in the development of teacher training policy.

Investigation of the Roles of Influentials

Next, the researcher attempted to discover and investigate the issue involvement of the influentials. Each was asked questions concerning his role in the development of the teacher training issue. The researcher tried on the basis of interviews to explicate the part played by each respondent and, also, clarify each respondent's perceptions of the roles of other influentials. Each influential was asked to describe his perceptions of the operation of the system of influence. (See data gathering device 3, Appendix A.)

Because there are two groups of influentials, those who are more influential and those who are less influential, the researcher will attempt

¹¹The raters were: (1) The Director of Teacher Training, (2) The Assistant Deputy Minister of Education, (3) The Director of Curricula, (4) The Executive Secretary of the Saskatchewan Teachers' Federation, (5) The President of the Saskatchewan Teachers' Federation, (6) The President of the University of Saskatchewan, (7) The Dean of the College of Education, (8) The Principal of the Saskatchewan Teachers College, Regina, (9) The Principal of the Saskatchewan Teachers College, Saskatoon, (10) The Secretary of the Saskatchewan School Trustees' Association, (11) The President of the Saskatchewan School Trustees' Association, and (12) The President of the Saskatchewan Federation of Home and School Associations.

to explain, in terms of the questions asked each, why some were more influential than others in influencing the authoritative decision-makers. (See data gathering device 4, Appendix A.)

III. INTERPRETATION OF THE DATA

In the final chapter of this study, an attempt will be made to summarize and to interpret the activities of those involved in the teacher training issue. The framework within which the data gathered will be summarized and interpreted will be a six-stage model of the decision-making process. The model was developed by Robert Agger and others and has grown out of their research in the area of community power structures and political decision-making.¹²

IV. LIMITATIONS OF THE STUDY

The findings of this study are bound by three important limitations. First, this is a case study.¹³ Second, there is no general agreement on the methodology which best uncovers a given influence system.¹⁴ Third, the theoretical bases upon which power studies proceed are not well developed.¹⁵

¹²For a discussion of the decision-making process and the six stages involved, see Chapter IX, 217-223.

¹³This limitation is discussed above. See 31.

¹⁴This limitation is discussed above. See 9-24.

¹⁵See Appendix N, 320-322.

CHAPTER III

THE FORMAL STRUCTURE OF THE GOVERNMENT OF SASKATCHEWAN DEPARTMENT OF EDUCATION

I. THE BEGINNINGS OF THE DEPARTMENT OF EDUCATION IN SASKATCHEWAN

The Government of Canada passed, in 1875, an Act entitled The Northwest Territories Act. By this Act, which came into force in October, 1876, the government of the Northwest Territories was placed in the charge of a Lieutenant Governor and a Council. The Council (of not more than five members) was constituted and appointed by the Governor General on the advice of the Queen's Privy Council for Canada. The Act of 1875 divorced the government of the Territories altogether from that of the Province of Manitoba under whose jurisdiction the Territories had been until this time.

Provision was made in Section Thirteen of The Northwest Territories Act for the establishment of electoral districts. Such districts could be set up by proclamation of the Lieutenant Governor whenever a district in the Territories contained a population of one thousand inhabitants.¹ Should the population of the district increase to two thousand inhabitants, the district was entitled to elect a second representative to sit in the Northwest Council. When the elected membership of the Council reached twenty-one, the Council, which was in the beginning appointed, ceased to exist. The elected members were constituted and

¹The area of the district could not exceed one thousand square miles; the "inhabitants" were to be adult age - aliens and unenfranchised Indians were excluded.

designated as the Legislative Assembly of the Northwest Territories. All the powers vested in the Council by the Northwest Territories Act, were vested henceforth in and exercised by the newly constituted Legislative Assembly.^{2, 3}

An Ordinance was passed in 1884 which empowered the Lieutenant Governor-in-Council to appoint and constitute a Board of Education for the Northwest Territories. Two members were Protestant, two were Roman Catholic; the Lieutenant Governor acted as Chairman. The Board of Education was assigned definite powers for the organization and management of the schools and to carry out the provisions of the School Ordinance.⁴

The School Ordinance was altered considerably in 1887 on the recommendation of the Board of Education. The Board was changed to include five Protestants and three Roman Catholics. One of its members was appointed Chairman.⁵

The Board of Education was replaced by a Council of Public

²J. D. Denny, "The Organization of Public Education in Saskatchewan" (unpublished Doctor's thesis, University of Toronto, 1927), 9-10.

³In 1881, one elected member sat in the Council Meetings; in 1883 six sat; in 1888 the Council was replaced by the Legislative Assembly of the Territories.

⁴The duties of the Board of Education were: (1) to appoint and remunerate inspectors, (2) to appoint a Board of Examiners for the examination of teachers, and to provide for the expenses of the examiners, (3) to arrange for the examination and certification of teachers, (4) to make regulations for the general organization and administration of all schools, (5) to select, adopt, and prescribe a uniform series of textbooks to be used in the schools of each section.

⁵Denny, op. cit., 14-15.

Instruction in 1892. This was accomplished when the Legislative Assembly passed Ordinance Number Twenty-two.⁶ The Council was in complete control of all the schools of the Territories. There was no division of authority. The Council of Public Instruction secured uniformity of administration. Annually it reported to the Lieutenant Governor upon all schools and in the annual report suggestions were contained for the promotion of education in the Northwest Territories.

Section six of Ordinance Twenty-two made it lawful for the Lieutenant Governor-in-Council to appoint a Superintendent of Education for the Northwest Territories. He was to be Secretary of the Council of Public Instruction. A Superintendent was appointed in 1893.⁷

Legislation came into effect in September, 1901, by which a Department of Education was created. The Department superseded the Council of Public Instruction. The new Department took over control of all matters pertaining to education in the Territories. A member of the Executive Council, appointed by the Lieutenant Governor-

⁶Section five of this Ordinance reads as follows: "The members of the Executive Committee of the Territories and four persons, two of whom shall be Protestants and two Roman Catholics, appointed by the Lieutenant Governor-in-Council shall constitute a Council of Public Instruction, and one of the said Executive Committee, to be nominated by the Lieutenant Governor-in-Council, shall be Chairman of the said Council of Public Instruction. The appointed members shall have no vote. The Executive Committee, or any sub-committee thereof appointed for that purpose shall constitute a quorum of the Council of Public Instruction, but no general regulations respecting: (a) the management and discipline of schools, (b) the examination, grading, and licensing of teachers, (c) the selection of books, (d) the inspection of schools, (e) normal training of teachers, shall be adopted or amended except at a general meeting of the Council of Public Instruction duly convened for that purpose." See "Report of the Council of Public Instruction," 1896 (Legislative Library, Regina), 8.

⁷Denny, op. cit., 19.

in-Council, presided over the Department. He discharged the functions of "Commissioner of Education" for the Northwest Territories. The Ordinance of 1901 also provided for the establishment of an Educational Council. It was made up of five members appointed by the Lieutenant Governor-in-Council, two of whom were Roman Catholics.⁸

In 1905 the Province of Saskatchewan was formed out of a portion of the Northwest Territories. The School Ordinances, brought into force under the Territorial Government, were continued in force, and the Department of Education, presided over by the Commissioner of Education, continued as the administrative body in educational affairs. The Educational Council continued as well.

Thus, in 1884 the first School Ordinance was passed, placing the management of schools under a Board of Education appointed by the Lieutenant Governor-in-Council. By 1901, the control of all school matters was in the hands of a Department of Education. In its organization, the Department resembled the other departments of the elected Territorial Government at that time. The Department of Education was constituted a distinct and separate branch of the Public Service. It was presided over by a member of the Executive Council.⁹ Until 1909 the

⁸At the third session of the fourth legislative assembly, which convened on May 2nd, 1901, and prorogued June 12th, 1901, a number of Ordinances were passed. One was an ordinance respecting schools. It laid down the law concerning the organization, functioning, and administration of the Department of Education; it spelled out general regulations of the Department; it outlined the powers of the Commissioner of Education; it laid down the law concerning the structure and function of the Educational Council. See Appendix B, Ordinances of the Northwest Territories, An Ordinance Respecting Schools, Chapter 29, 1901.

⁹D. G. S. Calder, "Seventy Years of Progress in Education, An Outline History of the Department of Education, Province of Saskatchewan, 1880-1951," Department of Education, Regina. 43 pp. (Mimeographed).

presiding officer was known as Commissioner of Education, after which time he was called the Minister of Education.

The Department of Education in Saskatchewan has remained, in terms of its organization and functions, basically the same as the Ordinance of 1901 established it. It has grown in size organizationally, of course, and its responsibilities have increased greatly. A comparison of the organization chart of the earlier era with the most recent one, indicates the basic similarities and changes in size and responsibilities. (See Figures 1 and 2.)

II. THE ORGANIZATION OF THE DEPARTMENT OF EDUCATION IN SASKATCHEWAN, 1963.

The organization of the Department of Education assumes a hierarchical form. The Minister of Education stands at the apex of the hierarchy. Immediately under him is the Deputy Minister of Education, the civil servant who is the head of the departmental organization. He remains undisturbed in office when the cabinet is reshuffled or there is a change in government and the Minister must make way for another. A small number of permanent officers is immediately under the deputy minister. They are in charge of the main activities of the department and each supervises a small group who are in charge of their respective branches. In other words, work and supervision is progressively divided until the "least" member of the department is affected. R. MacG. Dawson comments that

. . . the chain of responsibility works always upward to the immediate superior and through him to his superior until the

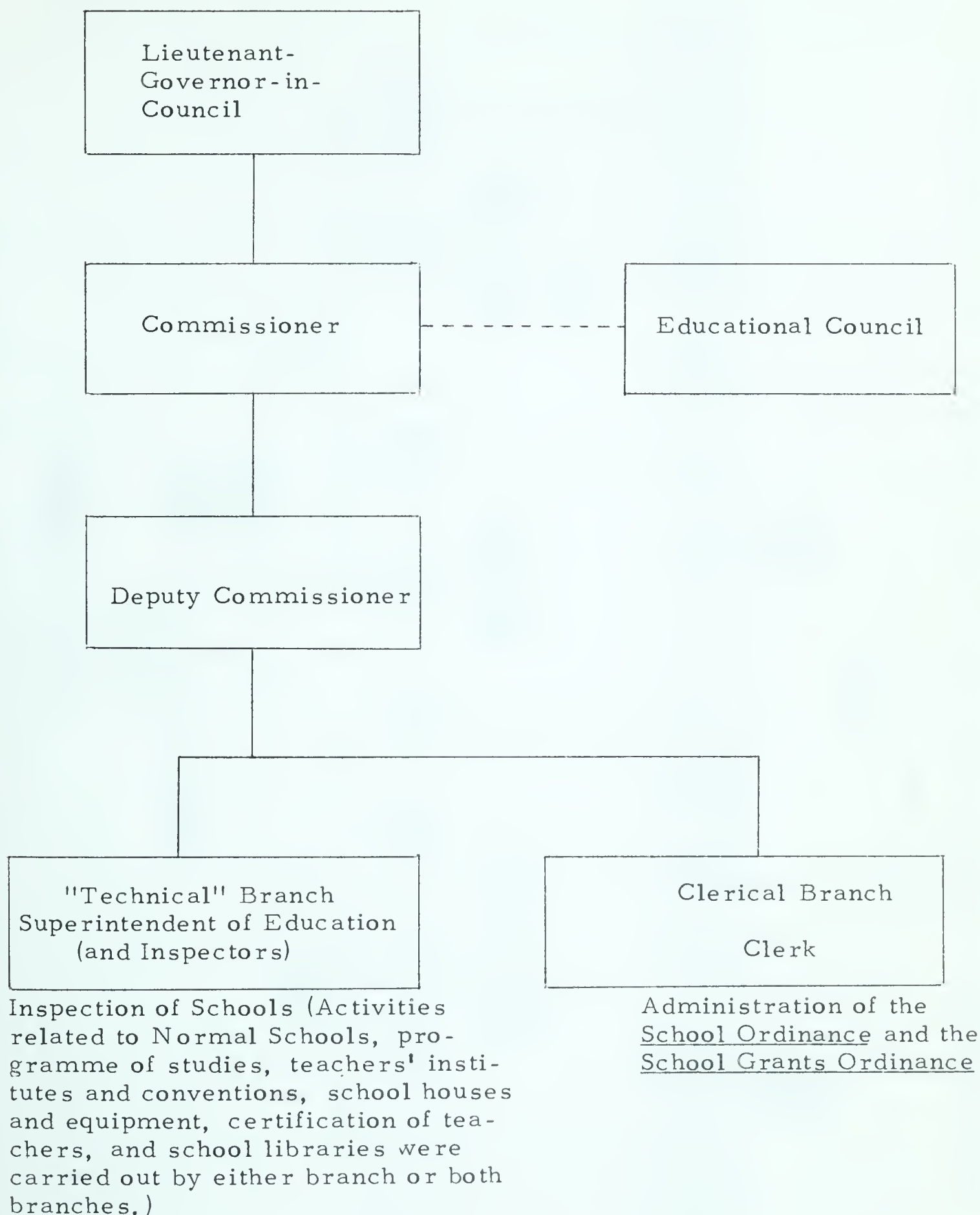


FIGURE 1

THE DEPARTMENT OF EDUCATION, 1901

(from "The Departmental Organization of the Government of Saskatchewan to April 30, 1936," compiled by E. Eager, Assistant Provincial Archivist, Legislative Library, Regina, 1952. 259 pp.)

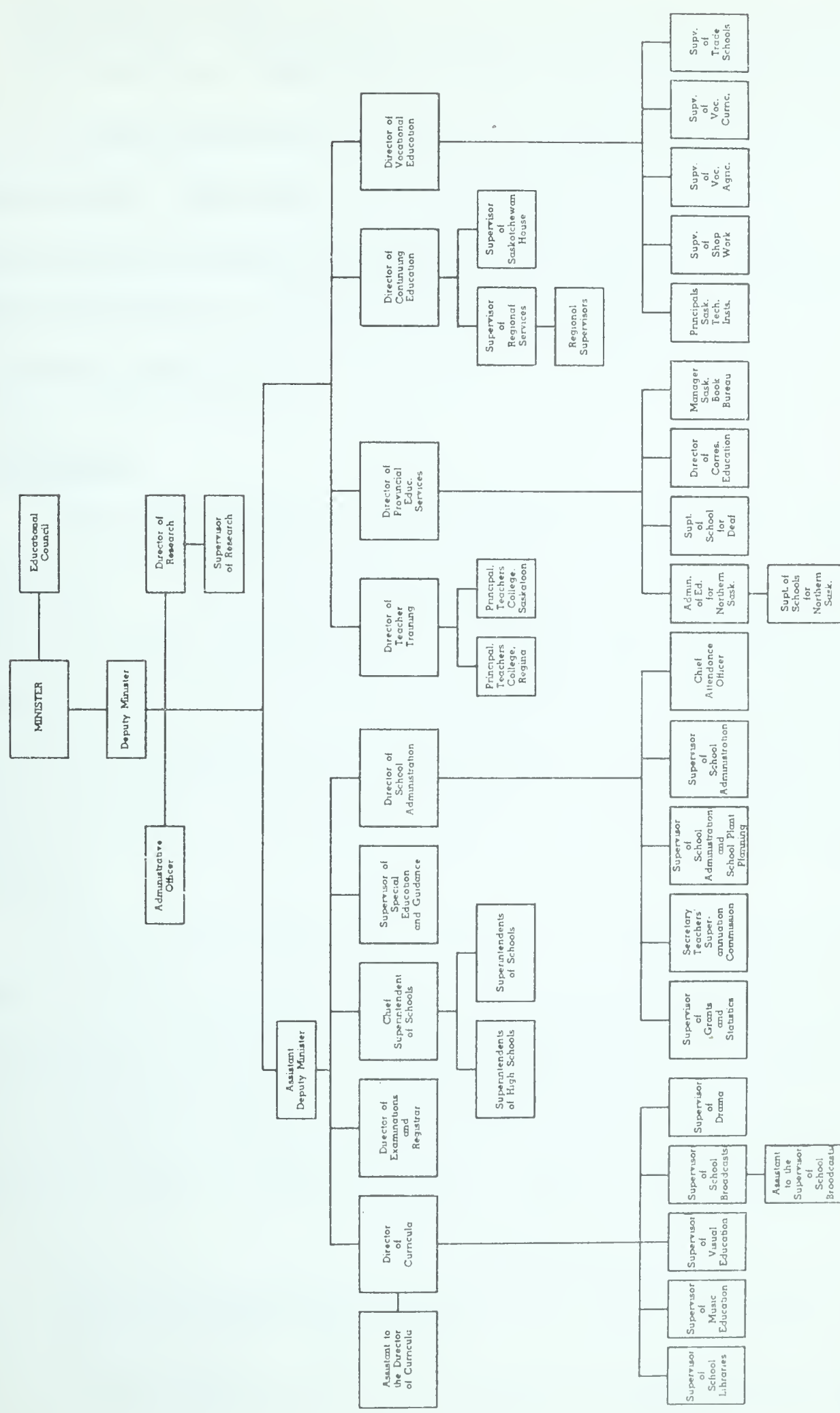


FIGURE 2

THE DEPARTMENT OF EDUCATION, 1963-64

(FROM SASKATCHEWAN GOVERNMENT BUDGET BUREAU, REGINA, FEBRUARY, 1964.) (Mimeographed.)

Minister is finally reached with all the reins of control theoretically in his hands. Instructions and orders flow from the supreme head down until they culminate in action at the appropriate level.¹⁰

A "staff" organization in the department augments this "line" organization. Staff officials rarely give orders. Rather, it is their task to make recommendations, provide information, and give advice. Staff organization is specially created to benefit the line officers with information and advice.

The Minister

The duties and powers of the Minister are set out briefly in the School Act.¹¹ Such a list of powers and duties does not, in any sense, clarify the role of the Minister in relation to his department or in relation to the Cabinet. The role of the Minister is governed by these two sets of relationships and no written laws define the relationships. They are defined, instead, by unwritten traditions, both British and Canadian.

Let us first examine the Minister's relationship to his Department. The Department of Education, as was suggested previously, is divided into branches or divisions. Each branch is headed by an officer of appropriate rank. All the officers are answerable to the Minister through the Deputy Minister. Note that on a number of

¹⁰The Government of Canada, Third Edition (Toronto: University of Toronto Press, 1957), 284.

¹¹The School Act, Revised Statutes of Saskatchewan, Volume Two, The Legislative Library, Regina, 1953, Chapter 169, Section 4-5.

matters, Directors and Supervisors do business directly with the Minister. However, proposals of significance come to him through the Deputy Minister.

The Minister, of course, has his own particular ideas about what the policy of the Department should be and how the Department should be organized. He will from time to time initiate change in policy and in organization. (Civil servants, too, will initiate many points of policy.)

The Department of Education does not spend, as some might expect, most of its time on legislation or on settling big issues of policy. On occasion it will be heavily engaged with a Bill and on these and other occasions, important policy decisions will be involved. Most of the Department's work, however, and that of the Minister, will be day-to-day administration. This work involves discussing and settling minor problems or major problems which come up with fair frequency.

Clearly the executive (the Minister of Education for our purposes) and the civil service (the officers of the Department of Education) are engaged in discharging a common function -- the development, application, and enforcement of policies. The distinction between the two is never in any doubt. Dawson says, "The Minister is in undisputed command of his department: he possesses not only the authority bestowed on him by law, but also the moral authority which is derived from his position as a Government representative in a popularly elected

legislature."¹²

A consideration of the Minister's relationship to the Cabinet will serve to clarify further the role of the Minister as the head of a department. One must realize, to begin with, that the influence and power of the Cabinet (of which the Minister is a member) in Canadian Government at the provincial as well as the federal level is so great and so pervasive that no clear-cut division of authority between the executive and legislative branches of government can be maintained.¹³

The Cabinet's most important function is to furnish initiative and leadership in developing policy and to devise ways and means for coping with the implementation of policy calculated to meet present and future needs. Previously it was suggested that policy change and the institution of new measures may be initiated by either civil servants or the Minister -- but, if the changes are of great scope and consequence they will need to secure Cabinet approval.¹⁴

Each member of the Cabinet is charged with the responsibility of exercising supervision over the work of his department. He is in-

¹²Dawson, op. cit., 279. Note that the subordination of the civil servants may only be nominal. The Minister's omnipotence is of limited duration. His tenure of office is subject to all the uncertainties and caprices of politics.

¹³Ibid., 232.

¹⁴If they constitute measures or policy change which require statutory change, then they will require the approval of the Legislative Assembly.

vited by the Premier (the leader of the party called to form the Government) to head the Department. While it is the civil servants who supply the technical knowledge needed to operate the Department, the Minister can add much to the vigour in the Department. His task is to keep the aims and the efforts of his assistants in proper focus.

The Minister ordinarily consults with his expert civil servants. In this way his own ideas are tempered by professional advice. Albeit, however, since the Minister is politically responsible for all that goes on in his Department and is done by it, he is given supreme authority. Therefore, the Minister has the power to overrule any of his civil servants at any time.^{15, 16}

The Deputy Minister

Only a brief reference is made to the position of the Deputy Minister in the Department of Education Act,¹⁸ He is the permanent

¹⁵Dawson, op. cit., 240. Note that the Cabinet is not only a planning and executive body, it is also a coordinating body. It does this on a grand scale because it represents all the departments, is in contact with all government business, and possesses the power of final decision.

¹⁶For further reference to the role of a Minister and of the Cabinet see ibid., Chapter 10; J. A. Corry and J. E. Hodgetts, Democratic Government and Politics, Third Edition (Toronto: University of Toronto Press, 1957), Chapter 6; H. S. Morrison, Government and Parliament: A Survey from the Inside, Second Edition (London: Oxford University Press, 1954), Chapters 1, 2, 3, 4, 14.

¹⁷The job of the Deputy Minister is not outlined in the statutes, nor is it described by the Public Service Commission. What follows was obtained from the Assistant to the Deputy Minister of Education in an interview, April, 1963.

¹⁸"The staff of the department shall consist of a deputy minister, to be called the Deputy Minister of Education, a registrar and such

head of the Department in charge of and responsible for the complete operation of the Department. The Deputy is responsible only to the Minister for every programme, activity and employee of the Department. All that goes on under the Deputy goes through him to the Minister. The cumulative development of the Department is his responsibility.

Only with the approval of the Minister can the Deputy institute changes in the structure and functions of the Department. Each Director in the Department is allowed some leeway in the operation of his particular division but all major changes must receive the ratification of the Deputy. The Deputy coordinates the activities of all the Directors.

Amongst the permanent appointees of the Department of Education, the Deputy is, theoretically, the chief decision-maker in the Department. He is appointed by the Cabinet on the recommendation of the Minister. That is to say, the Minister decides whom he wants as his deputy, the Cabinet approves the appointment, and the Public Service Commission announces it.¹⁹

directors, superintendents and clerks and other employees as are required for the proper conduct of the business of the department. 1945, C. 9, S. 3." The Department of Education Act, Revised Statutes of Saskatchewan, 1953, Volume I, C. 22, S. 3.

¹⁹ Ordinarily, personnel for Department of Education offices are selected in open competition sponsored by the Public Service Commission. The Public Service Commissioner in conjunction with officials in the Department of Education select candidates from a short list of applicants. The exceptions to this pattern as the Minister (selected by the leader of the party in power), the Deputy (selected by the Minister), and those few persons appointed to offices in the Department by means of Orders-in-Council.

The major duty of the Deputy Minister is to see to the continued operation, direction and management of the Department of Education in its internal aspects as well as its external. A most important task of the Deputy is to interpret the ideas of the Minister to departmental personnel on the one hand, and, on the other, to express the ideas and views of members of the Department to the Minister.

The Assistant Deputy Minister for the School System

The School System Division exists to plan and execute responsibilities of the Education Department which relate directly to the school system in the Province between Grades One and Twelve. This division includes the following branches: curriculum, examinations and promotions, supervision, school administration and auxiliary services (provided to teachers, supervisors, and school boards for assistance in teaching Grades One to Twelve). The Assistant Deputy Minister is directly responsible to the Deputy for the following Directors: Tests and Standards, School Administration, and Curricula. He is also responsible to the Deputy for the Chief Superintendent of Schools and the Supervisor of Guidance and Special Education. In terms of his relationship with these persons, the Assistant Deputy advises the Deputy on general policy.

Regarding the internal organization of his division, staff, and budgeting, the Assistant has certain general administrative responsibilities. For example, with the help of the Directors subordinate to him, he formulates policy for the school system for the approval of

the Deputy Minister. He instructs the Directors subordinate to him and secures the coordination of their activities and efforts. The Assistant Deputy devises and recommends to the Deputy, formulas for the payment of operational, conveyance and building grants for schools; he pays the grants in accordance with the approved formulas. He also makes recommendations concerning special grants not paid on the basis of formulas. The Assistant Deputy recommends to the Deputy legislation and regulations concerning the school system from Grades One to Twelve. He seeks to work with those other branches not under his jurisdiction in order to insure the coordination of activities of all in the Department.

Directorships within the Department of Education

The line organization of the Education Department contains nine offices which are directorships or the equivalent thereof. Five of them come under the Assistant Deputy Minister for the School System (see above); four of them report directly to the Deputy Minister. The four who report directly are: the Director of Provincial Services, the Director of Teacher Training, the Director of Technical and Trades Training and the Director of Continuing Education.

The directorships are similar not only in terms of their position in the hierarchy of the Department, but in terms of certain responsibilities and tasks they perform. Each Director advises the Deputy Minister, either directly or through the Assistant Deputy, on general policy; each has specific administrative responsibilities concerning the internal organization of his own branch in the areas of staff and

budgeting. Each defines the duties, responsibilities, and working relationships of all the key positions in his branch. Each Director is responsible, in cooperation with the Directors of other branches, for achieving coordination between their respective branches. The directorships differ in that each Director has specific programme and policy responsibilities. Note that latitude is given the Directors in interpreting policies and statutes and in organizing staff services to accomplish the efficient operation of the personnel under their control. Of course, all decisions are subject to the review of the Deputy Minister. In what follows, an attempt is made to clarify these various specific responsibilities which differ from Director to Director.²⁰

Curricula, This branch is responsible for specialized administrative work involving the analysis, review, revision and preparation of programmes of study for the entire public school system. The Director of Curricula is responsible for the planning, directing and supervision of a number of auxiliary educational services related to the expansion of curricular offerings and the improvement of curricular presentation in the schools of the Province. The work of this branch involves a variety of tasks related to establishing and maintaining effective outlines for all courses offered in elementary and secondary

²⁰The descriptions of the positions within the hierarchy of the Education Department are based on material found in The Manual of Class Specifications (Public Service Commission, Province of Saskatchewan). Certain of the positions have recently been created as part of a reorganization of the Department by the Provincial Budget Bureau. The descriptions of such new positions are found in mimeographed form available from the Department of Education and the Budget Bureau.

schools. This work is performed in conjunction with curriculum committees set up to study and make recommendations on courses of study in particular school subjects.

The Assistant Deputy Minister for the School System gives general supervision and direction to the work of this branch through individual conferences and staff meetings; he rules upon major changes in policy and procedures for curricular change which the Director may propose.

The Director of Curricula gives general supervision to the following: the Supervisor of School Music, the Supervisor of School Broadcasts, the Supervisor of School Libraries, the Supervisor of Shopwork, the Supervisor of Drama, and the Supervisor of Visual Aids. It is the Director who gives the direction required to keep the programmes of these various supervisors integrated with the developments in the curricula branch. He evaluates the effectiveness of these auxiliary services and is aided in his work by an Assistant to the Director.

Chief Superintendent of Schools (Supervision). The Chief Superintendent is responsible for the direction and supervision of a large number of public and high school superintendents. He is responsible for the coordination of field services with the operations of several branches of the Department. Also, his work involves general planning of revisions and modifications in the field service of the Department in consultation with executive heads of other branches (for example,

school administration). The Chief Superintendent investigates problems beyond the jurisdiction of local superintendents and problems with which they are unable to deal. As with the Director of Curricula, the work of the Chief Superintendent is carried on under the administrative direction of the Assistant Deputy Minister.

Examinations.²¹ The Director of Examinations is responsible for the promotion of the programme of examinations of the Education Department. He directs and supervises the construction and administration of all examinations based on the official courses of study used in provincial schools. He directs and supervises the use of examinations in establishing standards of achievement for the schools of the Province.

The work of the Director is carried on under the executive direction of the Assistant Deputy Minister, who determines general policy and, in consultation with the Director of Examinations, plans procedures and coordinates the programme of examinations with other programmes carried on in the Department.

As Registrar, the Director of Examinations supervises a large staff who are engaged in recording and maintaining promotion records for students in Grades Eleven and Twelve, and in recording certificates granted or recognized by the Department. He supervises the issuing of

²¹The Budget Bureau recommends that this office be changed, henceforth to be known as Tests and Standards. The officer in charge would be known as the Director of Tests and Standards. Note that the Director of Examinations is also the Registrar of the Department.

transcripts of standing and official papers of certification.

School Administration. This branch is responsible for planning, reviewing, interpreting and applying the general legislative control exercised by the Department of Education over local school organization and administration. This involves, as well, a supervisory responsibility over those branches in the Department which administer the regulations controlling transactions between the Education Department and other departments in the Government, and those between the Education Department and local authorities, e.g., school boards and municipal councils.

The Director of School Administration supervises the work of the Chief Attendance Officer, the staff of the Teachers' Superannuation Commission, the supervisors of (1) school plants, (2) school grants and statistics, and (3) school administration. His work also involves acting as Chairman of the Teachers' Superannuation Commission. He performs the administrative functions of the Deputy Minister in the Deputy's absence.

Guidance and Special Education. Oddly, in the recent reorganization of the Education Department, the Supervisor of Guidance and Special Education was placed, on the organization chart, at the level of the directorships. The investigator, in a letter to the Assistant to the Deputy Minister, inquired about the correctness of the organization chart. In his reply, the Assistant said,

. . . the Guidance and Special Education work was considered as a directorate during the reorganization study and review of

the Department. However, for some reason or other, there has been no change in the classification with the result that the head is still listed as a supervisor. (From a letter to the investigator dated July 3, 1963).

This branch of the Department plans, promotes, supervises and interprets the programmes of guidance and special education authorized for Saskatchewan schools. The work of the Supervisor is performed under the executive direction of the Assistant Deputy Minister. Prior to the recent reorganization, the Supervisor of Guidance and Special Education worked under the Director of Curricula. As it is now, it is the Assistant Deputy who determines general policy in this branch, and in consultation with the Supervisor, plans operational procedures and coordinates the guidance and special education functions with related programmes in the general administration of the school system division and other directorates.

The officer promotes the growth and extension of guidance and special education services by working closely with teachers throughout the province and those involved in the teacher training establishments. He works especially closely with the Curricula Branch of the Department, being involved in the review, revision and preparation of course material for use in the elementary, secondary and special education schools which is relevant to guidance and special education.

Provincial Services. This branch of the Department maintains and operates the educational services for Grades One to Twelve which the Education Department provides directly to students and not through the medium of school boards. The Director of Provincial Services is

also the Assistant to the Deputy Minister. As such, he is responsible for such other duties as may be delegated to him by the Deputy Minister.

The Director of Provincial Services is directly responsible to the Deputy Minister for the Superintendent of the School for the Deaf, the Director of Correspondence Education and the Administrator of Education in the North. With the assistance of these officers, the Director formulates, for the approval of the Deputy, recommendations regarding the policies and programmes carried on under his jurisdiction.²²

A functional authority is exercised by the Director, on the Deputy Minister's behalf, over budgeting, over accounting records and procedures, over personnel practices and transactions, over property procurement and property control activities, as well as over the preparation of annual work programmes and estimates in all of the Department's branches.

Teacher Training,²³ This branch of the Department is responsible for promoting, planning, directing, and supervising programmes

²²Concerning the development of policy to cover education in the North, the Director of Provincial Services consults with the Northern Education Committee, with other branches in the Department, and with governmental and non-governmental agencies which may be affected by the policies developed.

²³The responsibilities of the Director of Teacher Training will change considerably when the integration of all teacher education takes place on the campuses of the University of Saskatchewan in September, 1964.

of teacher training in order to provide the provincial school system with qualified teachers. Teacher training includes programmes of formal instruction carried on in the Teachers Colleges. It also includes the in-service education of teachers. In addition, it includes the integration of these aforementioned activities with a four-year teacher training programme offered in the College of Education at the University of Saskatchewan. Thus, the Director of Teacher Training has a responsibility for the development of a programme of in-service teacher education, in consultation with the Chief Superintendent, to be conducted by superintendents of schools in their respective jurisdictions. The Director also has a responsibility for the maintenance of consultative and advisory relationships with university authorities in the development of the three-year professional course in the College of Education which is integrated with the one-year course offered in the Teachers Colleges.

The Director has full responsibility for the development of the Teachers College curricula, the admission of candidates to Teachers Colleges, and the granting of teaching certificates. He supervises the principals of the Teachers Colleges and the staff of professional instructors under them. He directs and supervises the school superintendents insofar as they are involved in the in-service education of teachers.

Technical and Trades Training. This branch of the Education Department plans and executes policies which relate to technical and trades training outside the elementary and secondary school system of

the Province.²⁴

The Director is responsible directly to the Deputy Minister for the principals of the Saskatchewan Technical Institutes, the principal of the Canadian Vocational Training School (Saskatoon) and all other personnel required to carry out the programme and responsibilities of the branch.

Specifically, the Director of Technical and Trades Training defines the programmes and supervises the operation of technical and trades training institutes operated by the Department of Education. (Note that he devises and recommends to the Deputy regulations to govern the operation of private trade schools and he enforces the approved regulations.) The Director plans and executes, in cooperation with other agencies and Departments of the Government, programmes of extension work in technical and trades training. He acts as a liaison between the federal Department of Labour and the provincial Department of Education in connexion with the federal-provincial vocational training agreement. In cooperation with other agencies and Departments of Government, the Director plans and executes special training programmes provided for under the federal-provincial agreement, and, also, he selects and directs applicants for training under the agreement.

²⁴The responsibility for vocational education in the school system to the end of the twelfth Grade is delegated to the School System Division. It comes under the purview of the Assistant Deputy Minister.

The Director is the Regional Director of the Canadian Vocational Training Programme. As such, he advises and assists the Assistant Deputy Minister with respect to the vocational courses given by the provincial school system, and with respect to capital construction needed to provide such courses.

Continuing Education. The purpose of this branch is to promote and coordinate the development of programmes of continuing education undertaken by many communities and other groups in Saskatchewan. Rather than act through programmes of its own, this branch acts chiefly through technical and financial assistance to community and other groups which undertake cultural, recreational and fitness activities. The Director is responsible directly to the Deputy Minister. He defines and develops the Education Department's programme of continuing education and he makes recommendations to the Deputy concerning the basis upon which grants should be paid out for the support of community and other programmes of continuing education. The Director cooperates with other agencies interested in continuing education and seeks to coordinate their programmes with that of his branch.²⁵

²⁵For example, the Director acts as a liaison between the federal Department of Citizenship and Immigration and the provincial Department of Education with respect to citizenship and basic English courses.

The Educational Council

It was under the 1901 School Ordinance that the Educational Council was first set up.²⁶ The Council has been a part of the organization of the Department of Education ever since. In no sense does the Educational Council belong to the line organization of the Department. If anything, it serves a staff function.

The Council is an advisory body selected by the Minister of Education and appointed by the Lieutenant Governor-in-Council to represent the people of the Province. To adjudicate the success of the Department of Education in keeping the offerings of the schools in the Province in harmony with the needs of the pupils is its chief function. It performs this function from the layman's vantage point.

The Educational Council consists of five (or more) members, two of whom must be Roman Catholic. The Council is called into session by the Minister of Education. He must call at least one meeting annually to consider general regulations of the Department with respect to such matters as teachers and courses of study. The Council, if it sees fit, may suggest text and reference books for adoption in the school system. It may consider any questions related to the education system of Saskatchewan and report on them to the Minister of Education.²⁷

²⁶See "An Ordinance Respecting Schools," Ordinances of the Northwest Territories, 1901, C. 29, S. 8-11.

²⁷For a definition of the legal status of the Educational Council see The School Act, Revised Statutes of Saskatchewan, 1953, Volume II, C. 169, S. 8-11.

CONCLUSION

The purpose of this chapter was to describe the formal structure of the Saskatchewan Department of Education. What can be said, then, by way of summary, of the formal system of influence or power structure?

It seems obvious that there are, within the Department, two decision-makers above all: The Minister of Education and the Deputy Minister. The Deputy is responsible for all policy-making in the Department; his decisions are formed in terms of his own professional knowledge and experience and in terms of the advice of his professional colleagues on the basis of their own particular knowledge and experience of education and government. The Minister is the political head of the Department and as such is finally responsible for all policy-making in the Department. Because of the nature of our political system, the political implications of policies are more important in the practical sense than the educational implications. It is the Minister's task, from the Government's viewpoint, to develop and implement policies which are sound educationally, but, more important, which are sound politically.

It is the Cabinet which is ultimately responsible for the policies of the Education Department. While some matters are settled within the Department where the Minister is in complete control, major policy matters are settled by the Cabinet.

It appears that all development of policy which goes on in the Department stands a good chance of being affected more or less by the

executive heads of the various branches within the Department. The Minister and the Deputy Minister depend greatly upon the ideas and advice, not only of the director or the directors most intimately related to a particular change in policy, but also upon the ideas and advice of all the directors in the Department. This group appears to act as a "clique" in an advisory capacity to the Minister and his Deputy in all matters of policy-making and the settlement of issues.

The Educational Council seems to have little real authority. The effects of the Council on policy-making and the settlement of issues appear to be vague and of much less import than, say, the body of directors in the Department.

CHAPTER IV

A HISTORY OF THE TEACHER TRAINING ISSUE IN SASKATCHEWAN: THE FIRST MINISTER'S COMMITTEE

I. INTRODUCTION

It may be argued that to some, at least, the issue of teacher training in Saskatchewan has existed from the time teacher education began in the Province. This may be so. However, for the purpose of this study, the history of the issue is confined to a period from 1956 until 1963. This study traces developments in teacher education as they relate to the activities of two committees established by respective Ministers of Education. The first was set up by the Minister in 1956.¹ This Committee functioned for about a year; until it presented to the Minister of Education an interim report of recommendations with respect to the organization of teacher education in Saskatchewan. The Minister took no official action on the interim report; the whole matter was shelved until January of 1961. It was then that a newly appointed Minister of Education contacted the Dean of Education at the University of Saskatchewan concerning a reconsideration of the problem of teacher education. It was not, however, until July, 1962, that the Education Minister appointed a new committee to study the problems involved in a reorganization of teacher education and to make recommendations.

¹This Minister of Education held his portfolio from 1944 until 1960 when he became Provincial Treasurer in the Cabinet. He became Premier in 1961.

II. THE FORMATION OF THE COMMITTEE

What follows is an account of the "life" of each of the two committees. This investigation traces the progress each committee made in its attempt to assist the Minister of Education make decisions about the policy of the Government which related to the education and training of teachers.

The earliest indication the investigator was able to find that the Department of Education was considering a change in its teacher training policy is a letter from a member of the Education Department to a Professor of Education at the University of Saskatchewan dated October 17, 1955.² The former was Secretary of the Advisory Council to the Teachers College, and in this capacity he wrote to the Professor to inform him of a joint meeting of the Advisory Council to the Teachers College and the Advisory Council to the College of Education. The purpose of the meeting was to discuss the organization of and the facilities for teacher education in the immediate future. The Department official closed the letter by saying, "It is hoped that the joint committee will be able to produce a frame of reference within which a special committee, later to be appointed by the Minister of Education, may function."

²To be found in a file entitled "Advisory Council to Teachers College," Saskatchewan Teachers' Federation Office, Saskatoon.

The Minister of Education, by April, 1956, was actively planning the formation of a special committee to study the organization and content of teacher education in Saskatchewan. In a letter to an Instructor at the Teachers College in Saskatoon, the Minister requested that he act as secretary of the committee. The Minister went on to say,³

Since the committee will include 18 or 20 people, it is our thinking that we will need a small more or less executive committee. The amount of time which members of the committee will need to spend on this work is somewhat difficult to predict at the moment. I would think that within the calendar year at least three and probably more meetings of the full committee will be necessary. I do not expect that the work of the committee can be completed in less than one year, but I should not like to think of it extending beyond that period. Selection of the personnel of the committee has not as yet been completed, however I hope this will be done soon and that it will be possible to have the first meeting of the committee during the month of May.

The Minister, by the 8th of May, had decided upon the membership of the Committee. The following had agreed to act on it:

(1) for the Department of Education, Deputy Minister, Director of Curricula, Chief Superintendent of Schools and Director of Teacher Training;

(2) for the University of Saskatchewan, Head of the English Department, Dean of Arts and Science, Dean of Education, Designate, and a member of the Faculty of Education;

³Letter, April 17, 1956. To be found in a file in the possession of the Teachers College Instructor.

(3) for the Saskatchewan Teachers Colleges the Principal, Saskatoon, the Principal, Moose Jaw, and an Instructor, Saskatoon;

(4) for the Saskatchewan Teachers' Federation, the President and an executive member;

(5) for the Saskatchewan School Trustees' Association, the President, and an executive member;

(6) for the Saskatchewan Federation of Home and School Associations, an executive member;

(7) for the Superintendents of Schools, a provincially-appointed representative and a locally-appointed representative.

The Director of Teacher Training was to be Chairman of the Committee; the Teachers College Instructor was to be Secretary. The President of the University and the Minister of Education were ex officio members of the Committee.⁴

Some of the members⁵ of the Provincial Committee on Teacher Education held a preliminary meeting in Saskatoon on May 3, 1956. Their purpose was to make plans for the first meeting of the full Committee.⁶ The meeting decided to send out to all Committee

⁴A letter from the Minister to the Executive Assistant to the President, University of Saskatchewan, May 8, 1956. To be found in a file in the possession of the Dean of Education.

⁵The Chairman and Secretary of the Committee, a representative of the President of the University and the Principal of the Teachers College, Saskatoon.

⁶Minutes of a preliminary meeting of the pro tem executive of the Provincial Committee on Teacher Education, in the possession of the Committee Secretary.

members certain materials: a general frame of reference for the study of teacher education, calendars of the College of Education and Teachers College, a copy of the regulations governing teachers' certificates in Saskatchewan and an article by the Director of Teacher Training in the official bulletin of the Trustees' Association, The School Trustee, entitled, "Should All Teacher Education be Offered in Universities?"⁷

The temporary executive of the Minister's Committee held a second meeting on May 25.⁸ The proposed agenda for the first general meeting of the full Committee was reconsidered and modified to provide for a reading of a statement to the Committee members from the Minister of Education and a statement from the President of the University.

III. THE FIRST MEETING

The first meeting of the Committee for the Study of Teacher Education met in the Teachers College, Saskatoon, on May 30, 1956. It was opened with a brief comment by the Chairman upon the formation of the Committee and the importance of the study which was being undertaken. He mentioned the goodwill prevailing amongst the various groups interested in the problem of teacher education, and stressed the need for maintaining harmonious relationships. He referred to the

⁷April, 1956.

⁸A College of Education professor attended this meeting, in addition to the others who attended the first meeting of this executive. See footnote 6, 69.

work of the temporary executive in planning the agenda for the full Committee meeting.

The Deputy Minister of Education, on behalf of the Minister, read an introductory statement by the Minister to the members of the Committee. The statement was an appraisal of the existent situation with respect to the supply of teachers and the adequacy of their training. The Minister gave five reasons for undertaking a study of teacher education in Saskatchewan at that time: (1) the Minister felt it was time to "stand back and take a look" at certain recent changes introduced into the programmes of the Teachers College and College of Education; (2) the Minister felt the Committee might usefully share in an examination of the programmes offered at that time. (It was important to the Minister that interested provincial groups should have the opportunity to express their views concerning the purposes and the means of teacher education); (3) the Minister felt that the work of the Committee might assist in making use of widespread public interest in education; (4) he felt there was an obvious need for coordinated planning between the College of Education and the Teachers Colleges since teachers, for permanent certification at that time, needed to complete two years of teacher training, one of which could be taken at Teachers College and the other at the College of Education; (5) he was concerned about the problem of adequate facilities, their type and location. He felt this problem was looming large in the minds of teacher educators because of ever increasing enrolments in teacher training institutions.

The Minister pointed out in his statement to the Committee, that his own approach to the possible reorganization was based upon four assumptions:

1. the legitimate interest of the University in teacher education and the valuable contribution which it had to make;
2. the responsibilities which rested upon the Department of Education for teacher education which could not readily be abrogated;
3. the interest and concern of teachers, trustees, and parents and the capacities of each for mature consideration of the problem of teacher training; and
4. the fact that progress in teacher education is dependent upon the extent of public understanding of the problem and its solution.

The Minister went on to request that members of the Committee serve, not as delegated representatives, but as individuals prepared to make a contribution to the study of teacher education as a result of their associations, training and interest.⁹

The President of the University, in his statement to the Committee, referred to the interest of the University in the question of teacher education. He stated that teaching is a profession on an equal footing with the other professions. The President agreed with the four basic assumptions made by the Minister (see above), and stated that if the Committee came to the conclusion that teacher education should be unified, the University would be prepared to discharge its responsibilities in a fitting manner.

⁹The Minister's statement to the Committee is to be found in a file in the possession of the Committee secretary.

The Deputy Minister of Education advised the Committee of the Minister's wish to have a small executive of six members established (two members each from the University delegation and the Department of Education delegation, and one member each from the delegations of the Trustees' Association and the Teachers' Federation).

Next, the Principals of the Teachers Colleges and a Professor of the College of Education outlined briefly the respective programmes provided in the Teachers Colleges and the College of Education. The Chairman of the Committee reported on provincial certification requirements and the secretary on the general frame of reference prepared by the Chairman for the guidance of the Committee.¹⁰

Finally, consideration was given to the work to be done before the second meeting of the Committee and to the agenda for that meeting. A motion by the Director of Curricula and the President of the Trustees that the second meeting be devoted to a consideration of teacher education in British Columbia, Alberta, Ontario and Protestant Quebec and such other material as might be available was passed unanimously.¹¹

It should be noted that the members of the Committee agreed, during the first meeting, to the guidelines set out by the Chairman in the form of a frame of reference. The Chairman suggested that the deliberations of the Committee should proceed on the basis of four assumptions:

¹⁰See below, 74-76.

¹¹Minutes of the first meeting of the Minister's Committee for the Study of Teacher Education.

1. that a better programme of teacher education must be the most important objective of the study;
2. that the type of organization within which the improved programme would function should be considered as an instrument to achieve the purpose of the programme;
3. that any type of organization which had promise of being a good instrument for an improved programme should be studied by the Committee;
4. that if the study should indicate the desirability of partial or complete integration of Teachers College and the College of Education, any changes in organization would need to be made in harmony with the interests and responsibilities of both the University and the Department of Education.

The Chairman had something to say about the scope and direction of the study. He suggested that it should be done with the assistance of Superintendents of Schools, Teachers College and College of Education personnel, teachers and other resource personnel. The thoroughness of the study ought to include a consideration of the objectives and procedures of teacher training in Saskatchewan. Representative provincial organizations should present to the Committee, in written form, their viewpoints on teacher education. The study ought also to include an examination of what was being done in teacher education in some other provinces and other educational jurisdictions. There should be a critical analysis of the applicability to the Province of Saskatchewan of procedures used elsewhere.

Certain desirable areas for study were put forward by the Chairman. He was concerned about the type of courses offered in programmes of one-, two-, and four-year duration which would provide the highest correlation with practical teaching success in the field as well as the

best practical selection of students for the programmes. He posed the problem of the best kinds of two-year and four-year courses where these could be offered in a single institution. He raised the question of the type of institution in which these integrated courses might be given. He wanted some thought given to the conditions under which practice teaching and observation might be improved. He stressed the values to be derived from a closer liaison between Teachers College and College of Education with respect to courses and teaching methods. The Chairman was concerned about the best kind of second year programme for students who would be released at the end of one year of training for service in the field. He raised the question of the proper relationship between academic and purely professional subject matter, first, in a two-year programme, and second, in a four-year programme. He was concerned about the extent to which University Arts and Science courses could be made to serve better the needs of teachers in the field.

The last portion of the Chairman's frame of reference is an indication of some organizational patterns which might be studied by the Committee:

1. the present system with improved liaison between Teachers College and the College of Education;
2. the administration of Teachers College and the College of Education by different authorities, but integration with respect to certain aspects or areas of the total programme;
3. a two-year Teachers College administered by the Department of Education, with the third and fourth years of a four-year programme being offered in the College of Education;
4. a Teachers College which offered one-, two-, and four-year programmes administered by the Department of Education;

5. a College of Education which offered one-, two-, and four-year programmes administered by the University, but with adequate provision for liaison between the University and the Education Department;

6. a College of Education which offered one-, two-, and four-year programmes administered jointly by the University and the Department of Education.

The Chairman indicated that the consummation of the study was to be a report to the Minister of Education. The report was to include recommendations with respect to both the content of a satisfactory teacher education programme, and the form of organization best suited to such a programme.¹²

The Executive of the Provincial Committee held a meeting in Saskatoon on June 23, 1956. The Chairman and Secretary reported that they had sent requests for information on teacher education to the Universities of British Columbia and Alberta, to the Ontario College of Education and to the Province of Quebec. As well, requests had been sent to a number of places in the United States and the United Kingdom. The matter of assigning responsibility for the presentation of such material at the next meeting of the full Committee was settled. It was agreed that the next meeting of the Provincial Committee would be called on September 7 and held in the University Board Room, Saskatoon.

In a letter to the Secretary¹³ dated July 23, the Chairman suggested

¹²A copy of this General Frame of Reference is to be found in a file in the possession of the Committee Secretary.

¹³A letter from the Chairman to the Secretary, dated July 23, 1956.

it would be useful to have the presentations of Committee members on the teacher training situations in British Columbia, Alberta, Ontario and Protestant Quebec mimeographed for distribution to all Committee members. He went on to say,

I am sending to you and to [the Principal of the Teachers College, Saskatoon], some significant clauses of the University Acts for Alberta and Saskatchewan . . . I am not distributing these at the present time to all the members of the Committee because I do not want our own University to feel that we are unduly stressing their independence as compared with the other provinces. The fact is bound to come out in later discussions. . . .

At an Executive meeting held on September 6, it was agreed that the Executive would recommend that a meeting of the Committee be devoted to discussion of general principles in order to try to reach consensus on a set of such principles to guide the deliberations of the Committee. The Executive decided to prepare a list of questions to be sent to Committee members prior to the proposed meeting. The purpose of the questions was to clarify, in the thinking of Committee members, the most significant features involved in each major aspect of teacher education. The Executive believed this would be a good way in which to stimulate discussion at the Committee meeting. The Chairman and Secretary drew up the questions. Before they sent the questions to Committee members, they sent them to the Executive members for ratification.

The Executive, at the September 6 meeting, also discussed the feasibility of setting up sub-committees to consider specific aspects of organization and programme. There was a general feeling that the

work of the sub-committees would be hindered greatly if they did not have a set of guiding principles upon which to base their thinking.¹⁴

IV. THE SECOND MEETING

The Minister's Committee met on September 7. The Assistant to the President of the University presented a report on teacher education in Protestant Quebec, the College of Education Professor a report on Ontario, the Teachers College Principal on Alberta, and the Director of Teacher Training on British Columbia. A discussion followed these presentations of such matters as common elements in the various programmes, especially desirable features, significant differences, and in each province, the nature of the ultimate control of teacher education.

The Chairman of the Committee reported on the Executive's proposal to establish in the near future a number of sub-committees, each to make a more exhaustive study of such items as (1) the organization of a suitable teacher education programme, (2) the curriculum of such a programme, (3) admission requirements to such a programme, and (4) practice teaching. In order to prepare the way for the setting up of the sub-committees and in order to establish a frame of reference for the operation of each, the Chairman suggested that the next meeting of

¹⁴Minutes of the Executive Meeting held in Saskatoon on September 6, 1956.

the Committee might devote itself to a general discussion of the most significant factors in each of the proposed areas of study. He said that, in this way, it might be possible to reach a wide measure of agreement on solutions to many of the problems involved, and, at the same time, provide guidance for the sub-committees in their deliberations. The Committee agreed to the Executive's recommendation that a list of questions be sent out to members of the Committee to help them establish a basis for discussion at the next meeting of the Committee. However, the members requested that room should be provided on the proposed list of questions for additional comments from members of the Committee.¹⁵

The Executive met again on September 14. This meeting was devoted almost wholly to a discussion and clarification of the questions prepared by the Chairman and Secretary. In the course of the discussion, a suitable agenda for the Committee meeting called for October 1 was worked out. The morning session of the proposed meeting was to be given over to a consideration of three questions related to administrative organization of teacher education:

1. Are there fundamental weaknesses in the present system in which both the University and the Education Department offer teacher training? If so, what are the weaknesses?

2. Are the weaknesses more likely to be overcome by greater liaison between the two separate institutions, Teachers College and the College of Education, or by integration of the two?

¹⁵Minutes of the Committee for the Study of Teacher Education, September 7, 1956.

3. If integration should be considered desirable, should the administering authority be the University? the Department of Education? a coordinating agency for joint control? a federated college?

The afternoon session of the proposed Committee meeting was to be given over to a consideration of questions pertinent to curriculum and practice teaching:

1. Should the Committee confine itself to developing a two-year programme? Or should it, as well, develop more extensive programmes?

2. Should Saskatchewan continue to offer an under-graduate degree in education, or should a plan be adopted wherein professional education follows a university degree?

3. Should Saskatchewan distinguish rather sharply between training programmes for elementary and secondary teachers, or should the preparation of the two types of teachers be largely identical?

Also to be considered in the afternoon session were questions related to entrance requirements and certification:

1. Should entrance requirements for teacher education be higher than, lower than, the same as, those for other professional colleges or general university colleges?

2. What is the relationship between ease of entry into the teaching profession and teacher supply in the short run, in the long run?

3. How best can the problem of teacher supply be met?^{16, 17}

¹⁶The Executive recommended that there be three sub-committees and that they have the following membership: The Administrative Organization Sub-committee to have the President of the University, the Deputy Minister of Education, the President of the Trustees' Association, the Director of Teacher Training, the President of the Teachers' Federation, a school superintendent, the Director of Summer School and the Assistant to the President of the University (convenor); The Curriculum and Practice Teaching Sub-committee to have the Dean of Arts and Science, the Teachers College Principal, Saskatoon, the Director of Curricula, the President of Home and School, and the Dean

The Committee Secretary wrote to the Minister and his Deputy enclosing a summary of the activities of the Executive of the Teacher Education Committee.¹⁸ In both letters, the Secretary said,

Previously, minutes of executive meetings have not been forwarded to you . . . partly because many of the decisions taken by the executive are in the form of recommendations to the general committee and may be changed by that body. However, the Chairman has suggested that you might appreciate having direct information as to the plans and activities of the executive

V. THE THIRD MEETING

The third meeting of the Committee for the Study of Teacher Education was held at the Teachers College, Saskatoon, on October 1, 1956. In initiating a general discussion of the questions circulated by the Executive, the Chairman suggested that they need not all be answered at the meeting. Much of the detail would necessarily be left for the consideration of the respective sub-committees. He went on to point out that it was not the purpose of this meeting, nor, for that matter, of the Committee, to draw up an agreement between the University and the Department of Education with respect to teacher

of Education (convenor); The Entrance Requirements and Certification Sub-committee to have a representative of the Trustees, Teachers College Principal, Moose Jaw, the Chief Superintendent of Schools, a College of Education Professor, a school superintendent and a representative of the Teachers' Federation.

¹⁷These questions, in more detail, are to be found on a file in the possession of the Committee Secretary.

¹⁸Letters from the Secretary to the Minister and the Deputy dated September 24, 1956. To be found in a file in the possession of the Secretary.

training. Such an activity, he said, would be outside the terms of reference of the Committee. Rather, the purpose of this meeting was to secure tentative agreement on answers to a number of important questions in order to provide some guidance to the deliberations of the sub-committee.

In response to the question concerning the administration and organization of teacher training, a listing of weaknesses in the system operating at that time was established.¹⁹ Some discussion took place as to whether strengths of the teacher training programme in operation at that time should be listed, too. Reference was made to the desirably close staff-student relationships obtaining in the Teachers College and of the danger of losing the close relationship in a University setting. It was decided to leave the question of the virtues of the programmes as they existed then to a more detailed study by the sub-committee concerned.

¹⁹(1) The effects upon teacher training and upon the teaching profession of having differing entrance requirements for Teachers College and the College of Education, (2) The effects of having two institutions competing for students and on somewhat unequal terms, (3) The problem of fitting Teachers College students, with one year's training, into the second and subsequent years of the University programme, (4) The problem of the lack of guidance provided by the College of Education for students in second year who came from the Teachers Colleges. It resulted in an inadequate training in second year and in lack of suitable progress toward degree credit, (5) The problem of a lack of contact, on the part of many second-year students, with the College of Education, (6) The problem of the inadequacy of background of many third and fourth year students in the College of Education, (7) The difficulty of raising the status of teaching as a profession when teacher training was not carried on under the same policy which governed the preparation of other professional groups, (8) The problem of the lack of breadth of contact in the training of teachers on other than a university campus.

In concluding the discussion on administrative organization and curriculum, the Dean of Education moved, and the Teachers' Federation President seconded that the Committee felt the interests of the teacher training programme in Saskatchewan would best be served by an integrated approach. This motion was carried by a majority of fourteen to two.

On a motion by the University President and the Director of Curricula, the Principal of the Teachers College, Saskatoon, was added to the sub-committee on administrative organization. The Education Dean moved and the Teachers College Principal, Moose Jaw, seconded a motion that a study of campus buildings for teacher education would be desirable. This motion, too, was carried.

On the question pertaining to the control of teacher education, the members of the Committee were agreed from the beginning, that the possibility of complete control by the Department of Education should be ruled out. After some elucidation by the University President and the Dean of Arts and Science on what was involved in the federation of a college with the University, it was suggested that the alternative of the federated college be discarded as a practical possibility.

Considerable discussion took place with respect to the organization of teacher education under the University or under some form of joint control by the Department and the University through a coordinating agency. Discussion was taken up with such matters as control of appointments, certification, budget, curriculum and entrance

requirements. The President of the University expressed the view that the most suitable way to control teacher training was probably some combination of these two approaches.

Two views were expressed about budget control: the possibility of a College of Education with a budget of its own (supported directly by the Department of Education) and the possibility of a College of Education financed under the general University budget.

When the Committee discussed certification, it was pointed out that other professional groups maintain standards through Boards of Examiners established through legislative Acts but administered by the University. The licences are issued ordinarily by the professional organization. Some discussion ensued about the differences and similarities of teaching as compared to other professions.

The point was made, on the matter of curriculum, that it would be very difficult for the University to relinquish control of curriculum for teacher education. However, it was suggested that there might be some possibility of the University undertaking to give courses requested by the Department of Education while, at the same time, reserving the right to determine which courses would receive degree credit.

Much discussion took place as to whether the curriculum should be built upon the basis of a one-year, a two-year, or a four-year programme. It was finally agreed, on a motion of the Assistant to the President of the University and the Secretary of the Committee, that the Committee was in favour of a basic four-year training pro-

gramme but, for the present, approved a requirement of two years' training before the acquisition of a permanent certificate. The motion proposed to base the suggested new programme on at least two years of training even if a one-year course had to be retained for some time.

The agenda for the next meeting of the Committee was discussed. It was suggested that about an hour and a half of the time available at the next meeting should be given over to short reports from various Committee members on the different British and American teacher education programmes for which some data were available. It was also agreed that the Sub-committee on Administrative Organization should report to the Committee at the next meeting.²⁰

The Secretary made some notes during the third meeting which do not appear as part of the minutes. His notes are comments on the points of view expressed by the President of the University throughout the discussion. Apparently, in the meeting, the President indicated there would be no difficulty in accepting Teachers College staff into the University hierarchy should integration occur. He mentioned that the matter of staff had been badly handled in British Columbia when integration took place there, and implied there would be no such difficulty in Saskatchewan.

The President suggested, when the discussion of administrative organization took place, that some form of university control or joint control by the University and Department through a coordinating agency

²⁰Minutes of a meeting of the Committee for the Study of Teacher Education, October 1, 1956.

would be most suitable. He pointed out that the University would have to have control of appointments. However, there would be no objection to a representative of the Department of Education sitting on the appointments committee of the University. He favoured leaving the control of certification entirely in the hands of the Department of Education. He intimated there would be great difficulty involved should the University not have control of the budget of an integrated College of Education. He also intimated the University would be unwilling to relinquish control of curriculum. He agreed that the University might very well give courses requested by the Education Department while reserving the right to determine degree credit. In all, the President said he felt satisfactory solutions to these problems could be worked out.²¹

By October 17, 1956, the President of the University decided his presence on the Minister's Committee served no useful purpose because of the Chairman's attitude expressed at a meeting of a sub-committee of the Provincial Committee held on October 16.²² In a letter to the Chairman of the Committee, the President said,²³

²¹Notes attached to the Minutes of the third meeting of the Provincial Committee for the Study of Teacher Education, October 1, 1956.

²²The only reference to this sub-committee meeting which the investigator has been able to find is the one made by the President in a letter to the Committee Chairman, dated October 17, 1956. To be found in a file in the possession of the President.

²³Ibid.

I explained yesterday at the meeting of a sub-committee of the general committee on teacher training that I was finding my position on the Committee difficult. After anxious consideration I have decided not to attend any more meetings.

When I agreed to serve I assumed, without sufficient thought, that if any substantial change were to be made in the role of the University, it would be worked out in the committee in the light of all the information that could be gathered and as a result of discussion, argument and probable compromise. It has become clear, however, that any such change must be a matter ultimately of negotiation between the Department of Education and the University outside the committee. It would, therefore, not be appropriate, in the absence of the Minister or his Deputy, for me to attend and might, indeed, be unfair to the University.

In addition, the second part of your statement to the sub-committee at the beginning of the meeting yesterday indicated that the possibility of agreement is so remote that little would be gained by my attendance, at least until the committee has made much more progress.

If something less than a substantial change in the University's role is to take place, the other representatives of the University are quite competent to deal with it.

VI. THE FOURTH MEETING

The fourth meeting of the Provincial Committee for the Study of Education was held on November 20, 1956. Reports were presented by various Committee members on the American and British jurisdictions for which they had been responsible. These reports were followed by a report of the Sub-committee on Administrative Organization. After this report, the Chairman raised the question as to how the Committee should proceed. Considerable discussion took place both about further Committee procedure and about the content of the report. It was finally decided that the Committee should proceed to a careful consideration of the Sub-committee's report.

The Committee clarified the tentative decisions agreed upon at the October 1 meeting. These decisions had provided a frame of reference for the Sub-committee. Five decisions had been endorsed:

1. that the Committee feels the interests of the teacher education programme would be best served by an integrated programme;
2. that the Committee feels campus buildings for teacher education would be desirable;
3. that the Committee is satisfied to rule out the possibility of complete control by the Department of Education;
4. that the Committee is willing to discard the notion of the federated college as a practical possibility;
5. that the Committee favours a four-year training programme but, for the present, approves a requirement of two years' training before acquisition of a permanent certificate and proposes to have the new programme based on at least two years of training even if a one-year course must be retained for some time.

The Committee voted to delete the decision concerning the impracticability of the federated college alternative on a motion by a school Superintendent and the President of the Teachers' Federation.

The Committee then moved to a consideration of the first of three alternatives proposed by the Sub-committee: University administration. On a motion by the Dean of Education and the Deputy Minister, the Committee decided to delay, pending further study of the entire report, consideration of the Sub-committee's recommendation "that teacher education be administered by the University with the interests of the Department safeguarded by a co-ordinating committee." It was further decided that in dealing with each of the three alternative administrative organizations, the Committee should attempt to list the main advantages, disadvantages, and the problems which would have to be resolved should

the particular alternative be adopted.²⁴

The Committee expressed approval of the suggestion that, after completing study of the administrative sub-committee's report, the Committee should forward an interim report to the Minister of Education indicating progress to date. The Committee also agreed it should request that actual negotiation between the University and the Department of Education be conducted as early as practicable in order that the emerging administrative organization become clear, at least in outline. Were this to occur, it was felt that the other sub-committees could proceed with much greater dispatch in working out the details of a feasible program of teacher education.

Because time did not permit complete consideration of the report of the Committee on Administrative Organization, it was decided that the Committee would meet again on November 29.

The November 29 meeting was held in the Board Room of the University of Saskatchewan. Further consideration was given to the Sub-committee report dealing with University administration of teacher education. When the Committee had amended and otherwise changed certain minor aspects of this portion of the report, it moved on to a consideration of the second major alternative proposed: the federated college. The Dean of Arts and Science pointed out that a federated college, tied in with the University as a whole rather than with another

²⁴See Appendix C, 263-273. This Appendix sets out in detail (1) the advantages, (2) the disadvantages and (3) the problems involved in implementing each of the three alternatives -- as recorded in the minutes of meetings held by the Provincial Committee on November 20 and 29, 1956.

University College of similar type, would be rather unique arrangement in Canada. The Committee members proceeded to list advantages, disadvantages and problem areas with respect to the federated college as had been done with respect to university administration.²⁵

Next, the Committee went on to consider the third alternative: a two-year Teachers College programme closely related to a two-year College of Education programme.²⁶

At this meeting the Committee members passed the following motions: should either University integration or the federated college alternatives be adopted, actual instruction should be provided on existing University campuses at Saskatoon and Regina; that the closest possible association of Teachers College and University which can be mutually agreed upon by the University and the Education Department should prevail; that the Chairman and Secretary should prepare an interim report indicating the procedures followed so far by the Committee and indicating what had been accomplished to date. (The Interim report was to be sent out to members of the Committee as soon as it was available. The members agreed to inform the Secretary within one week of receipt of the report as to desirable amendments or changes.) The report was to be presented to the Minister of Education while the Committee awaited his further instructions.²⁷

²⁵See Appendix C, 263-273.

²⁶See Appendix C for the advantages, disadvantages and problem areas listed by the Committee.

²⁷Minutes of a meeting of the Committee for the Study of Teacher Education dated November 29, 1956.

The Chairman sent a draft of the interim report to the Secretary on January 4, 1957, for his comments and to enable the Secretary to be ready to discuss it at a later date.²⁸ Committee members received the draft of the interim report shortly after January 23, 1957.²⁹ The Secretary sent a copy to the President of the University, although the President had earlier withdrawn from the Provincial Committee. The President replied to the Secretary requesting three or four extra copies. In his letter he said,³⁰

Presumably the next step will be that the Minister of Education will discuss the matter with me. Before that is done I wish to consult a few advisers who were not on the Committee and would therefore like to give each of them a copy.

The Deputy Minister of Education, in a letter to the Committee Secretary, said that he had read the interim report of the Committee and found it satisfactory as a starting point for negotiations between the Department and the University.³¹

The Secretary wrote a letter to the Chairman of the Committee on February 7 and enclosed with the letter a copy of the interim report with the changes suggested by the Secretary pencilled in on the margins. In the letter, he pointed out that,³²

²⁸Letter from the Chairman to the Secretary dated January 4, 1957.

²⁹Memo to members of the Provincial Committee dated January 23, 1957.

³⁰Letter from the President of the University to the Secretary of the Committee dated January 24, 1957.

³¹Letter from the Deputy Minister to the Committee Secretary dated February 5, 1957.

³²Letter from the Committee Secretary to the Chairman dated February 7, 1957.

[The Dean of Education and a College of Education Professor], both of whom raised the possibility of indicating that the Committee was less favourably disposed to the third alternative than the other two, have agreed to drop the point at this time, following my discussion with them yesterday.

The Secretary went on to say that none of the other Committee members suggested changes; thus it would be unnecessary to have a meeting of the Committee at that time; that the final draft of the report should be prepared, if the Chairman was willing to accept the suggested modifications of the Secretary.

By February 20, the Chairman had the interim report ready for the Secretary's signature. He said that dittoed copies would be sent to the Secretary for distribution.³³ Copies of the interim report went out to members of the Minister's Committee on February 28, 1957.³⁴

VII. THE INTERIM REPORT

In the Report to the Minister of Education, the Committee indicated that it was now, in its deliberations, at a point where further instructions were needed from the Minister. The Committee submitted the Report in the hope that the information in it would be the basis for early negotiations between the Public Authority and the University with respect to what type of organization for teacher education would be acceptable to the two major parties concerned. With the matter of organization settled, the Committee felt it would be able to progress

³³Letter from the Committee Chairman to the Secretary dated February 20, 1957.

³⁴See the "Interim Report of the Committee on the Organization and Content of Teacher Education," on a file in the possession of the Secretary of the Committee.

more easily and more satisfactorily in the areas of admission requirements, curricula and certification.

The Committee, in its Report, discussed four problems within the area of its jurisdiction: (1) an analysis of the strengths and weaknesses of the teacher education programmes ongoing at that time in the Teachers College and the College of Education; (2) an analysis of the teacher education programmes in Canadian provinces where there were attempts to bring teacher education services of the Public Authority and the University under a unified form of administration; (3) an analysis of certain typical teacher training programmes in the United States and Britain, the purpose being to ascertain whether some forms of organization might profitably be adapted to the needs of Saskatchewan; and (4) an analysis of a number of organizational patterns which might be suitable in Saskatchewan. Four such patterns were studied:

1. Administration by the Public Authority (this alternative was discarded early as impracticable);

2. Administration by the University with a co-ordinating committee made up of representatives of the University, the Public Authority, the Saskatchewan Teachers' Federation and the Saskatchewan School Trustees' Association;

3. A college supported and administered by the Public Authority but federated with the University of Saskatchewan;

4. A Teachers College which offered a one-year and a two-year course, and a College of Education which offered the third and fourth years of a four-year Bachelor of Education degree.

The Report points out how, from the beginning, the Committee considered that the work of the Sub-committee on Administrative Organization must proceed quickly so that the other Sub-committees

(Curriculum and Practice Teaching, Admission Requirements and Certification) might more clearly appreciate the boundaries of their responsibilities.

The Report contains an extended discussion of each of the three alternative patterns of organization mentioned above.

The Committee, in the Interim Report, did not presume to say what should be done. It recognized that selection of a new type of organization for teacher education depended upon negotiations between the Department of Education and the University. The Interim Report did indicate, however, that the Committee favoured the closest possible association of Teachers College and University which was acceptable to the two negotiating authorities.³⁵

VIII. THE FATE OF THE INTERIM REPORT

It was approximately a year after the Committee presented its interim report to the Minister of Education that there was a meeting between the University President, the Minister and Deputy Minister of Education. The President made reference to this important meeting in a letter to the Chairman of the Board of Governors of the University of Saskatchewan. The letter, dated April 21, 1958, reads as follows:³⁶

³⁵Ibid.

³⁶Letter from the President to the Chairman of the Board of Governors dated April 21, 1958. To be found in a file in the possession of the President.

From time to time the Minister and I have had conversations about the possibility of some form of integration of the Teachers Colleges and the University -- which should mean the University's taking over the Teachers Colleges. A result is the attached document.³⁷ I would like to have your reactions to it. I feel a heavy responsibility in connection with this very important venture, particularly since for reasons which are understandable and sufficient, it cannot as yet be discussed with many others

The President points out that the document referred to was drafted by the Minister. It was considered in conference by the Minister, the Deputy and the President. After a number of changes were made, the three agreed to it tentatively. The Minister was to present the memo of agreement to the Committee for the Study of Teacher Education. If the Committee suggested changes which the Minister accepted, he was to discuss them with the President. Should agreement with the Committee be reached, the President was to present the memo to the University Council, Senate and Board of Governors.³⁸

The President went on to say,³⁹

In considering it, please keep in mind the Minister's feeling that the Minister of Education should not and cannot divest himself of all responsibility for teacher training, both as to numbers and quality. It accounts for some points which you may not like.

The President suggested that the Minister had come a long way from his initial position in the negotiations, and that those points which the Chairman of the Board of Governors and he (the President)

³⁷ The draft of a memo of agreement between the Education Department and the University of Saskatchewan.

³⁸ Letter from the President to the Chairman of the Board of Governors, op. cit.

³⁹ Ibid.

might not like were not important enough to block the whole venture.

(The President also pointed out that agreement with the Department of Education would mean the erection on the campus of a large building to accommodate the combined Teachers College and College of Education.⁴⁰⁾

According to the agreement tentatively accepted by the Minister and the President, teacher training courses were to be available at Saskatoon and Regina. The courses were to be such as to satisfy certification requirements as established by the Department of Education and the requirements of the elementary and high school courses of study.

The programme was to be arranged initially as (1) a one-year course leading to an interim certificate, (2) a two-year course leading to a standard certificate, and (3) a complete four-year course (at Saskatoon) leading to a professional certificate. The hope was expressed that there would be an increasing emphasis on, and interest in, graduate work. There were to be such other courses as from time to time would be required by the Department of Education. Such courses might or might not carry degree credit.

There was to be a standing committee on teacher education. It was to include representation from the Saskatchewan School Trustees' Association (one), the Saskatchewan Teachers' Federation (one or two), and the Department of Education (three or four). The Deputy Minister, or a nominee of the Minister, was to act as permanent chairman of the committee. The committee was to meet at least three times a year; it was to consider the content of classes and of courses, admission requirements, and the budget of the College of Education. It could

⁴⁰Ibid.

make recommendations to the Minister of Education and to the President of the University.

No changes in admission requirements were to take place without the approval of the Department of Education. The committee recommending appointments to the staff of the College of Education was to include the Deputy Minister of Education and one additional member of the Department of Education staff. This additional member might be the officer in the Department concerned with curriculum or with teacher training.

Annual conferences were to be held at which both the staff of the College of Education and of the Department of Education were to be present. The College of Education staff was to be available as much as possible for teachers' institutes and other desirable in-service education activities. Further study was to be given to the means whereby research in which the Department of Education might be interested could be undertaken.

The staff of the Teachers College was to receive the full benefits of University employment and was not to suffer any loss of salary as a result of any transfer which might be made. The rank to which each member would be appointed was that with the salary range within which his salary at that time lay. The staff was to have the option of remaining in the public service superannuation plan until retirement. New staff was to come under the University superannuation plan.

The Dean of Education was to report annually, or as required, to the Minister of Education and to the President of the University. The report was to include statistical information, future plans with particular reference to proposed changes in the content of classes or arrangement of courses, and the estimated requirements for improving the adequacy of teacher preparation.

The University was to attempt to make such adjustment in Arts classes as might be necessary to provide for the continuation of "block practice teaching." Also, the University was to attempt to provide for the development of Arts courses that might be desirable for students preparing to be teachers.

The agreement was to be subject to review after a period of three years.⁴¹

The Minister was left to carry the matter on to its next step -- acceptance of the agreement by the Minister's Committee (and, presumably, by the Cabinet). The President awaited word from the Minister. He waited from April, 1958, until he retired, in June, 1959, but the President never heard further about the matter formally. Nor has he recollections of any further informal discussions during the remainder of his stay in office, with officers from the Education Department concerning teacher education. He does recall being surprised that he heard no more about the matter from the Minister after he and the Minister

⁴¹A memo entitled "Teacher Training Arrangement," in the personal possession of the President of the University.

had drawn up a tentative Memo of Agreement in the spring of 1958.⁴²

Why were negotiations dropped? Why was a new teacher training policy not developed on the basis of the studies and recommendations of the Minister's Committee and in terms of the Memo of Agreement formulated by the Minister, the Deputy and the President?

According to the Dean of Education, who served on the Committee, the Minister of Education was at first prepared to support the notion of integration. However, apparently some of the senior officers in the Department of Education were not prepared to accept the integration alternative. The Principal of the Teachers College, Saskatoon, for example, supported the two-year Teachers College alternative; the Director of Teacher Training favoured the Federated College alternative. They feared, as did some others, university domination of teacher education. As time passed, the Minister began to have reservations about integration as the soundest alternative. The Dean contends that perhaps the Minister was confirmed in his reservations because of decisions taken about this time by the Dean concerning the College of Education's relationship with the Department which displeased officers in the Department.⁴³ The Dean believes the basic

⁴²Interview with the President, Saskatoon, May 22, 1963. He said he learned indirectly from the Dean of Education or the Assistant to the President that negotiations had been dropped.

⁴³Interview with the Dean of Education, May 17, 1963. The Dean related two such decisions: (1) At one time persons could enter Teachers College with a senior matriculation average of fifty per cent. At the same time, to get into the College of Education, it was necessary to have a senior matriculation average of sixty per cent. However,

reason negotiations broke down in 1958 was that the Department of Education officers, for a number of reasons, were not prepared to entrust to the University the task of training all teachers.

The President, like the Dean of Education, believes that the Minister, while in general sympathetic to the integration alternative, had doubts about the wisdom of entrusting all teacher training to the University.⁴⁴

graduates of Teachers College who had the fifty per cent matriculation average were allowed to attend the University Summer School until they had a Standard Certificate (five University courses after Teachers College). The Minister suggested that some arrangement should be made between the Department and the College to enable the small group of students with senior matriculation averages between fifty and sixty per cent to enter the College of Education for a full year to get their five courses if they so wished, rather than take the courses by Summer School. When the Minister made this request, he did so on behalf of a diminishing group, since the entrance requirement to Teachers College had just been raised to sixty per cent. The Dean refused to recommend to the University authorities the granting of the Minister's request.

(2) The Dean, in consultation with the Faculty, changed the prerequisites for Summer School classes, to make them the same as for intramural classes. The change was made without consulting the officers of the Department of Education. This proved to be unfortunate. Because the Department was so unfavourably disposed to the proposed change, it was not instituted. After consultation with departmental officers, some changes did take place in prerequisite requirements.

⁴⁴The President recalled an informal meeting in his office with the Minister and his Deputy. The Minister stressed the important part played by Teachers College staff in "caring for" teachers throughout the Province in their various assignments. He seemed to doubt, should integration occur, that the University Faculty would have as close a liaison with practising teachers.

The President went on to mention that at this time Dr. H. Neatby's book, So Little for the Mind (Toronto: Clarke Irwin, 1954) was still fresh in the memories of all. The book, written by a member of the Arts Faculty of the University, was much resented by many officers in the Department of Education and Instructors in the Teachers Colleges. Because of this, the President feels persons in Education were all the more doubtful that University personnel, with this kind of attitude, could be at all sympathetic to teacher training on the Campus. Interview with the President, May 22, 1963.

The President believes the Director of Teacher Training was the chief opponent of integration at that time. The Director of Teacher Training was in very close contact with both the Minister and the Deputy much of the time. The President suggests it was difficult for the Minister of Education and his Deputy to go ahead with a proposal to integrate teacher training facilities against the strong and considered judgement of their Director of Teacher Training.⁴⁵

In an interview with the Director,⁴⁶ concerning the breakdown of negotiations in 1958, he suggested that, try as he might to influence the Minister and the Deputy to accept the Federated College alternative, they refused to make a decision -- either for or against.

Apparently the Minister and his Deputy, while not wanting to institute a policy against the judgement of their Director of Teacher Training, were equally loath to institute a policy which was anathema to the University officials.

⁴⁵Ibid.

⁴⁶April 30, 1963.

CHAPTER V

A HISTORY OF THE TEACHER TRAINING ISSUE IN SASKATCHEWAN; THE SECOND MINISTER'S COMMITTEE

I. ESTABLISHING THE SECOND MINISTER'S COMMITTEE

A new Minister of Education took office in 1960; the man he succeeded became Provincial Treasurer. Shortly after taking over the Education portfolio, the new Minister was engaged in the constitution of a committee the task of which would be to consider the question of the organization of teacher education. In a letter to the Dean of Education at the University of Saskatchewan, the Minister suggested that such a committee might, over a period of a few months, examine in detail certain alternative patterns of teacher training organization.¹ The Minister went on to say,

I am wondering whether you would care to set out for me, reasonably briefly, the terms of reference within which you think it would be appropriate for such a committee to operate. I would envisage that the committee would contain some representatives of the Department and the Teachers Colleges, some representatives from the University, and probably one from the Saskatchewan Teachers' Federation.

If I could obtain your views on what you believe to be an appropriate frame of reference for such a committee, it would assist me in reaching conclusions as to the next steps which might be appropriate to deal with the general problem of the organization of teacher training.

The Dean replied to the Minister's queries in a letter dated

¹Letter from the Minister of Education to the Dean of Education dated January 6, 1961.

January 11, 1961.² The Dean set out his views with respect to the terms of reference for the kind of committee proposed by the Minister of Education. According to the Dean,

1. the committee should consider in detail only two or three possible basic patterns of organization;
2. the committee should arrive at a firm decision as to which pattern of teacher education it is prepared to support. In doing so, the committee should keep in mind the need for the highest possible degree of coordination in teacher education with respect to facilities, staff and programmes;
3. the committee should outline the particular problems which would have to be met in implementing the programme of teacher education it favours, and should make positive suggestions as to how these problems may be resolved.

The Dean went on to suggest that the committee should agree from the outset of its deliberations, to think in terms of a minimum two-year programme of teacher education. This, he argued, would enable the committee to make greater progress than it could otherwise make.

The Dean also suggested it might prove useful, before the committee began its deliberations, to prepare as a guide to its deliberations, a brief statement concerning the kind of teachers the committee desired.

He closed his letter by saying,

If I may be permitted one other kind of observation, I believe that the committee could be most effective if its membership were to include the Minister of Education and the President of the University.

²Letter from the Dean to the Minister dated January 11, 1961.

In acknowledging the Dean's letter, the Minister said that if the project proceeded, the Department of Education would seek the cooperation of the Dean and his colleagues at the University.³

Shortly after this exchange of correspondence, the Minister became Provincial Treasurer and was succeeded by another as Minister of Education. It was not until almost the end of 1961 that the new Minister made any official moves to establish a committee to study the organization of teacher education. He invited the President of the University of Saskatchewan to make proposals for the integration of teaching training services.⁴ The President presented his proposals at a meeting with the Minister of Education on December 20, 1961.⁵

The proposals envisaged a programme in which all teacher education would be conducted at the University in the College of Education, with adequate facilities constructed on the campus for that purpose. In order to assure the Department of Education a strong, continuing influence on all phases of the teacher education programme, and a considerable degree of direct control over a two-year programme leading to the standard certificate, the University was prepared to modify its practices and procedures in a number of ways. According to the President,⁶

³Letter from the Minister to the Dean dated January 13, 1961.

⁴The position of President of the University changed hands in June, 1959. The new incumbent moved to the Presidency from the Deanship of Graduate Studies.

⁵A record of the President's proposals is to be found in a file of the Director of Teacher Training, Regina.

⁶Ibid.

1. The University was prepared to enter into an agreement with the Department of Education to offer whatever kind of two-year programme of teacher education the Department might require. However, the University reserved the right to determine the extent to which the programme would receive degree credit.

2. The University was prepared to recognize a distinction between a two-year course leading to a standard certificate and the four-year courses conducted for students intending to graduate with a Bachelor of Education degree before teaching. Specifically, the University was prepared, in cooperation with the Department, to set up, in addition to the Advisory Council to the College of Education, a special joint board, upon which the Department would hold majority representation, and to assign to that board powers comparable to those of the University Council with respect to matters of curriculum and instruction in the two-year programme.

3. The Faculty of Arts and Science was prepared to establish the procedure whereby the Dean of Education, or his nominee, would be consulted when any new staff member was assigned to teach an academic class in the two-year programme. No such appointment or assignment would be made without the consent of the Dean of Education.

4. The University was prepared to appoint the Principal of the Teachers College in Saskatoon to the directorship of the two-year programme on the Saskatoon campus, and the Principal of the Regina Teachers College as head of the programme on the Regina campus.

5. The University was prepared to review the composition of the Advisory Council to the College of Education with a view to enlarging its membership and increasing its responsibilities and authority.

6. All members of the Teachers College staff were to become members of the staff of the College of Education. Each was to be given academic rank commensurate with his salary.

7. The practice of joint appointments to a department in the Arts and Science Faculty and the Education Faculty was to be encouraged in those cases where the appointee had qualifications acceptable to both Faculties.

The President made clear that all the foregoing would be subject to ratification of the appropriate sections by the University Council, the Senate, and the Board of Governors.

The Director of Teacher Training, and the Principals of the Teachers Colleges met to consider the President's proposals to the Minister. They made an analysis of the proposals and wrote out a lengthy memo of their deliberations for the Minister of Education.⁷ Their major arguments against the proposals were that, if the Minister instituted the type of organization advocated by the President of the University, (1) the authority of the Minister in teacher education would almost inevitably wane and eventually become only nominal, (2) the close association of teacher training and school superintendents would be largely lost, (3) the values inherent in teachers colleges would be lost (because some procedures considered essential in the training of elementary school teachers would not be, in all likelihood, in harmony with the views of the members of the College of Education Staff), (4) it would be difficult for the Faculty of Education to preserve a particular and distinctive pattern of instruction in which close contact could be maintained with students, (5) it was not to be expected that teacher supply would be an important consideration with the Faculty in their determination of policy and procedures, and (6) the Minister could not advisedly delegate his authority to certificate teachers to any person or body outside his Department.

The Director of Teacher Training and the Teachers College Principals argued that the training of elementary school teachers should

⁷A Memo entitled, "Analysis of [the President's] Proposal," in a file of the Director of Teacher Training, Regina. See Appendix D, 274-280.

remain a function of the Minister of Education and not one of the University. (These three said their view was shared by the majority of instructors at Teachers College and by the majority of School Superintendents). The Director of Teacher Training and the others held that the best interests of education would be served by an affiliated college for the training of teachers. Their second choice was a two-year Teachers College for elementary teachers. Their last choice was an integrated University faculty. The basic concern of these three was that the President's proposals did not deviate materially from an integrated University faculty. They believed that in such an organization the Minister's responsibility for teacher training and teacher supply would not be adequately protected.⁸

At the same time as this analysis of the President's proposals went to the Minister of Education, the Director of Teacher Training sent a personal memo to the Minister.⁹ It, too, concerns the integ-

⁸According to the Director, the President at one time felt the federated college alternative was not only possible, but in the interest of teacher education. His viewpoint was changed by the Dean of Education and the Dean of Arts and Science, who apparently preferred to cooperate with a two-year programme in Teachers College. Indeed, the latter intimated to the Director that there would be no problem of getting two years' credit toward the Bachelor of Education degree and one year's credit toward the Bachelor of Arts degree for the two years of Teachers College training. However, the Director went on to say, "It would seem that subsequent to December 4, 1961, the Dean of Education in his desire to control the training of elementary school teachers, as well as high school teachers, was able to persuade the President and the Dean of Arts and Science to offer the proposal which was made December 20. This proposal . . . does not protect the authority of the Minister and is inferior to either a federated (or affiliated) college, or a two-year program in Teachers College for the training of teachers for our elementary schools." *Ibid.*, 5.

⁹Government of the Province of Saskatchewan, Department Memo, from the Director to the Minister, dated January 3, 1962.

ration of teacher training services; it provided the Minister with the Director's personal point of view.¹⁰ The gist of the memo is the Director's contention that the Dean of Education was determined to have a mammoth College of Education under his control, free from the interference of the Department of Education and the Minister. The Director of Teacher Training argued that the Minister should prevent this from happening. He points out again that he opposed the President's "compromise" because it would reduce the Minister's control of teacher education while it enhanced the University's.¹¹

The Minister was interested in having views on integration besides those of the President and the Director of Teacher Training. Toward the middle of January, 1962, he and the Dean of Education talked informally. After this meeting the Dean wrote to the Minister. He said, in part,¹²

Since you were good enough to give me an opportunity to express some of my views re teacher education in our informal meeting on Friday last, it has occurred to me that you might also be interested in the enclosed articles.¹³ These express, in a somewhat more carefully stated form, some of the ideas I mentioned in our conversation, plus some other thoughts on areas we did not have time to explore.

May I again say how much I appreciate your courtesy in suggesting such a meeting

¹⁰See Appendix E, 281-283.

¹¹"I have always maintained that in any reorganization of teacher education the lines of authority should be clear. They are clear at the present time. They would be clear in a two-year programme in Teachers College. They would be overlapping and somewhat confusing in the proposal made by [the President]" *Ibid.*

¹²Letter from the Dean to the Minister dated January 16, 1962. In a file in the possession of the Dean of Education.

An important meeting was held between officers of the University and the Department of Education on June 22, 1962. They met to consider a document prepared by the new Director of Teacher Training.¹⁴ The document was entitled "The Education and Training of Teachers and Professional Staff which come under the Purview of the Minister."¹⁵ It deals with the legal responsibilities of the Department of Education for training teachers, the historical development of teacher education in Saskatchewan, future needs in this area and recommendations with respect to how the future needs might be met. The new Director's major recommendation was the establishment of a unified teacher training programme on the campuses of the University of Saskatchewan. He said,¹⁶

In spite of long and continued efforts in the past to arrive at some form of agreement between interested parties. . . the efforts to bring about a unified program have not gone through. I would suggest that a provincial educational commission on professional development be established after consultation between the Minister and his advisers and the President and his advisers. . . .

In this report, the Director explained the membership of the Committee or Board; its duties, responsibilities, powers and procedures. Unlike the previous Director, who favoured the federated

¹³One of the articles was an address to the Education Alumni of the University of Saskatchewan in 1957.

¹⁴The Director from 1944 until April, 1962, superannuated. The Provincial Cabinet, by Order-in-Council, appointed a new Director of Teacher Training.

¹⁵See Appendix F, which includes Sections I to V of the Director's report, 284-289.

¹⁶Ibid.

college alternative, the new Director favoured the integration of teacher training services in a University college.

The June 22 meeting recommended that a Minister's Committee be established immediately, paralleling in composition, duties and responsibilities the proposal for a Provincial Board for Professional Development.¹⁷

On July 6, the Dean of Education reported to the Director a meeting of the Education Faculty held to consider the Director's proposal on teacher education.¹⁸ (According to the Dean, this meeting was a preliminary step before the document would go to the Executive of the University Council -- a next step the Dean hoped would be taken in August.) In the letter, he said the proposals were favourably received by the Faculty. As was to be expected, the Faculty wanted the Director to clarify some sections, and suggested that some parts be reworded. (Such rewording did not in any way change the intent of the original proposals.)¹⁹

The Minister of Education proceeded, toward the middle of July, to set up the committee on teacher education recommended by

¹⁷ Those present at the meeting representing the University were: the President, the Education Dean, the Administrative Vice-President, and the Registrar. Those present representing the Department of Education were: the Minister of Education, the Acting Deputy Minister, and the Director of Teacher Training.

¹⁸ Letter from the Dean to the Director dated July 6, 1962. In a file in the possession of the Director.

¹⁹ The Director replied to the Dean's letter on July 31, 1962. He indicated that most of the suggested changes were accepted by the Minister. Others were put on the agenda of the meeting of the Minister's Committee called for August 3, 1962.

the June 22 meeting. He sent a letter to the President of the University in which he said,²⁰

It has been decided to proceed with the Minister's Committee as quickly as possible. [The Director], in his capacity as chairman, will be arranging for the sittings.

The government wishes to make it clear that at this time the Committee should proceed with the understanding that (1) there are no implied budgetary commitments; these must have full consideration of Treasury Board, and (2) the instigation and phasing of the programme will not be announced until all matters have been cleared by Cabinet.

A short while later, letters went to the President and Executive Secretary of the Teachers' Federation and to the President and Executive Secretary of the Trustees' Association. In these letters, the Minister said,²¹

It is now felt that the Minister's Committee should be struck to consider the question of Professional Educational Development. As you see by the enclosed, the President and Secretary of your association are listed to sit as members. Should the programme become a reality, they would be considered as permanent members of the Professional Educational Board . . . After you have considered the matter, I hope you will act on the Committee. After all members are named, [the Director of Teacher Training] will call the Committee to order.

On July 25, in a memo to the Director, the Minister said that all the formalities in connexion with the Minister's Committee had

²⁰Letter from the Minister to the President dated July 16, 1962. In a file in the possession of the Director.

²¹Letters from the Minister to the respective officers dated July 16, 1962. In a file in the possession of the Director of Teacher Training.

been made. He suggested that the Director convene a full meeting at the first practical opportunity.²² In his reply to the Minister, the Director said that the first meeting of the Minister's Committee was called for August 3, 1962.²³ The Director of Teacher Training recommended that in appointing members of the Education Department to the Committee, consideration should be given to the Principal of the Teachers College, Saskatoon, as a temporary member representing the interests of the Teachers College staffs. In accordance with the Director's recommendation, the Principal became a member of the Committee.²⁴

II. THE FIRST MEETING OF THE MINISTER'S COMMITTEE

The first meeting of the Minister's Committee on Professional Educational Development was held as scheduled. The Director of Teacher Training was named Chairman and the Education Dean Secretary, of the Committee. The Chairman reviewed the developments with respect to teacher education which had taken place during the first six months of 1962 and presented for the consideration of the Committee the following:

²²Government of the Province of Saskatchewan, Department Memo, July 25, 1962, from the Minister to the Director of Teacher Training. In a file in the possession of the Director of Teacher Training.

²³Government of the Province of Saskatchewan, Department Memo, July 30, 1962, from the Director to the Minister. In a file in the possession of the Director of Teacher Training.

²⁴Those appointed to the Minister's Committee were: (1) Department of Education - Principal, Teachers College, Saskatoon, Chief Superintendent of Schools, Director of Teacher Training, Acting Deputy Minister; (2) University of Saskatchewan - The Dean of Education, the Dean of Arts and Science, Administrative Vice-President, the President,

(1) the minutes of the meeting held between the Department of Education and the University on June 22, 1962;²⁵ (2) a programme of provincial educational development.²⁶

The Committee considered the proposed programme for professional educational development and accepted as basic the following principles of a teacher education programme:

1. The prime concern of the University is with academic competence, which it recognizes with the granting of a degree; the prime concern of the Government of Saskatchewan is with teaching competence, which it recognizes with the granting of a certificate. These responsibilities must be blended into a programme of professional education to produce teachers who can integrate both content and process to get effective instruction.

2. Multipurpose institutions such as the University of Saskatchewan are considered preferable to single purpose institutions as locales to train teachers.

3. A provincial board for professional educational development should be established to advise the Minister of Education and the President of the University with respect to the programme of preparation for professional educators.

4. The programme of preparation must be subject to change, as determined by constant evaluation through research, experimentation, and by experience.²⁷

the Principal of Regina College; (3) Teachers' Federation - The President, the Assistant Executive Secretary; (4) Trustees' Association - The President, an executive member (later replaced by the Executive Secretary).

²⁵See above, 109.

²⁶During the discussion on the legal responsibility of the Department for teacher training, the University Vice-President suggested there is no specific legal requirement that the provincial Government must train teachers other than the reference made to Teachers College in Chapter 22 of the Department of Education Act. He went on to say that legislation implies some responsibility on the part of the Government for teacher education.

²⁷Minutes of a Meeting of the Minister's Committee on Professional Educational Development, August 3, 1962. In a file in the possession of the Director of Teacher Training.

The Committee next decided what its immediate responsibilities should be: curriculum, admission and selection procedures, administrative structure, the particular problems of a two-year programme, present and future teacher needs (number and kind), and physical facilities needed for teacher education. A sub-committee was appointed to report on present and future teacher needs. It was, if possible, to present its report on August 17, 1962.²⁸

After the meeting, the Director of Teacher Training made some notes on what transpired. He noted that the Trustees present were unhappy that the proposed Board for Professional Educational Development was only to "recommend" policy to the Minister of Education and President of the University. They desired to have such a Board "administer" the programme of teacher education. The Trustees and officers of the Department were dissatisfied that the Dean of Education was to submit budget estimates directly to the President which then would be referred to the Board. They wanted the Dean to submit estimates directly to the Board so as not to make the Board powerless. Differences of opinion centred on this point: the University wanted to see the Board as "advisory" while the Trustees, Teachers and Department officials wanted it to be something more than merely advisory.

²⁸Members of this Sub-committee were: the Chief Superintendent of Schools, the Director of Curricula, the Dean of Education, the Principal of Regina College, the Assistant Executive Secretary of the Teachers' Federation and the Executive Secretary of the Trustees' Association. The first named was made Chairman. The Sub-committee agreed to meet on the 13th and 16th of August.

Representatives of the University insisted that they, as much as anyone else, were interested in the professional teaching competence of teachers and in the adequate supply of teachers.

III. THE SECOND MEETING

The second meeting of the Minister's Committee was held at the University of Saskatchewan on August 17, 1962.²⁹ The Sub-committee report on Teacher Needs was received and discussed. The Committee was not altogether satisfied with the report and so a number of questions were referred to the Sub-committee for consideration.

The Teachers College Principal proposed that a sub-committee should be set up to consider the administrative structure of teacher education. Such a sub-committee was named consisting of the Administrative Vice-President of the University, the Acting Deputy Minister of Education, the Director of Teacher Training and the Dean of Education. It was asked to report to the Committee at a meeting on September 12. The Sub-committee set its first meeting date for August 22, 1962.³⁰

²⁹Those present were: the Director of Teacher Training, the President of the University, the President of the Teachers' Federation, the Assistant Executive Secretary of the Teachers' Federation, the President of the Trustees' Association, the Dean of Education, the Administrative Vice-President of the University, the Chief Superintendent of Schools, the Acting Deputy Minister of Education.

³⁰Minutes of a Meeting of the Minister's Committee on Professional Educational Development, August 17, 1962. In a file in the possession of the Director of Teacher Training.

The outcome of the Sub-committee meeting on administrative structure held on August 22 was a draft of a posposed agreement between the Minister of Education and the Governors of the University. It dealt with the control of teacher education through a Board by the University and the Department of Education. It stressed the rights and prerogatives of each party to the agreement; it laid down what should happen to those who worked for the Department who would find themselves under the jurisdiction of the University; it made clear the disposition of property and facilities of the Department of Education.³¹

The Sub-committee agreed that a further meeting, on September 5, should be held in Regina in order to settle the composition and powers of the Provincial Board for Professional Educational Development, and at which the Memorandum of Agreement could be revised if necessary after it went to the Minister and President for comment.³²

On September 5 the Sub-committee met again. The Memorandum of Agreement was revised. The Minister of Education of Saskatchewan and the Governors of the University of Saskatchewan were to agree as follows:³³

1. Subject to the Minister's responsibility for the supply and certification of teachers; and having due regard for the responsibility of the University of Saskatchewan for the granting of degrees,

³¹See below, the Sub-committee's finalized Memorandum of Agreement which it presented to the Minister's Committee on September 12, 1962.

³²Minutes of a meeting of the Sub-committee on Administrative Structure, August 22, 1962. In a file in the possession of the Director of Teacher Training.

³³Minutes of a Meeting of the Sub-committee on Administrative Structure, September 5, 1962. In a file in the possession of the Director of Teacher Training.

the Governors of the said University shall provide in the College of Education of the University for such programs and courses of instruction and training of teachers as may be required by the Minister and agreed to by the Senate (and Governors). The said programs and courses of instruction and training of teachers shall be developed by the Board for Professional Education Development, and recommended by that Board to the Minister and to the President.

2. By arrangement between the Minister of Education and the President of the University, the work done in the College of Education of the University shall be open at any time to visitation and inspection by a person or persons as may be designated for that purpose by the Minister and approved by the President.

3. Principals of the Saskatchewan Teachers Colleges at Saskatoon and Regina and the permanent employees on the instructional, library and office staffs of the said Teachers Colleges, shall be employed by the Governors of the University as members of the staff of the College of Education and moreover on the following conditions:

(a) That any staff member have the option of transferring to the College of Education or to some other appropriate position within the Department of Education.

(b) That any staff member who elects to transfer will do so at the salary in effect at the time of transferring, and that thenceforth he would be treated as a regular member of the College of Education staff.

(c) That any member of the Teachers College staff who holds a Master's degree or Doctor's degree and who falls within the associate professorial range of salary be granted the rank of Associate Professor.

That any member of the Teachers College staff who holds a lesser degree than the Master's and who has more than ten years of service remaining in the College of Education from the date of transfer be granted the rank of Assistant Professor, on the understanding, supported by correspondence between the Department and the University, that upon receipt of a Master's degree he will automatically be given the rank of Associate Professor.

(d) That each staff member who transfers to the College of Education staff must elect at the time of transfer either (i) to remain on the Civil Service Pension scheme, and to have staff contributions he would normally make from his salary deducted

by the University and forwarded to the Civil Service Pension Fund, or (ii) to accept a paid-up deferred pension as of the date of transfer, and enter immediately into the University pension scheme in order to build up a pension from that source during his remaining years of service.

(e) That the two-year probationary period normally attached to assistant professorial rank be waived by the University, but that all staff members transferring be on leave of absence from the Department for a period of one year, giving them the option of returning to the Department at the end of one year should they so desire.

(f) That the Principal of the Saskatchewan Teachers College in Saskatoon be given an appropriate administrative position and academic status in the College of Education.

The Sub-committee was of the opinion that all the foregoing need not appear in the agreement; some of the recommendations might be covered by correspondence between the Minister and the President.³⁴

At the September 5 meeting, discussion also took place concerning the composition and duties of the Board for Professional Education Development. It was agreed that the composition and duties of the Board be as follows:³⁵

1. Composition

(a) The Board shall be composed of fifteen members: six representing the Department, five representing the University, two representing the Saskatchewan Teachers' Federation and two representing the Saskatchewan School Trustees' Association.

³⁴The Dean of Education brought up that his attention had been drawn to an old agreement with respect to a cash settlement for accumulated sick leave on retirement for the Teachers College staff. He felt this right should somehow be preserved in any transfer.

³⁵Minutes of a Meeting of the Sub-committee on Administrative Structure, September 5, 1962. In a file in the possession of the Director of Teacher Training.

(b) The six representatives of the Department of Education shall be the Director of Teacher Training, who shall be Chairman of the Board, the Chief Superintendent, the Director of Curriculum together with three other representatives appointed by the Minister.

(c) The five representatives of the University of Saskatchewan shall be the Dean of the College of Education, Saskatoon Campus, the Associate Dean or Dean of the College of Education, Regina Campus, together with three other representatives.

(d) The Board shall through by-law, establish the terms of office of members other than those who hold office by reason of position.

2. Duties and Responsibilities

(a) To prepare for recommendation to the Minister and the President a programme for the training of teachers in the Province of Saskatchewan, to outline the general proposals which shall govern such programme and to specify the results expected from such a programme.

(b) To consider and review both as a whole and in any or all of its phases the detailed instructional programme for the training of teachers in the College of Education including the subject matter of all courses of instruction and to report and recommend thereon to the Minister and the President.

(c) To make recommendations to the Minister and the President respecting the qualifications and requisite training at the graduate level of educational staff which come under the purview of the Minister.

(d) To lay before the President of the University proposals respecting the staffing of the College of Education of the University of Saskatchewan.

(e) To receive and review each year, at the time when the annual estimates and expenditures for the University are prepared, the estimates for the ensuing year which cover expenditures in the College of Education and report and recommend thereon to the President of the University.

3. Procedures

(a) It shall be the duty of the Board to meet at least twice a year and as often as the Board may deem necessary. A quorum

shall be constituted of eight (8) members of the Board of which number at least one shall be a representative of the Department of Education, and at least one shall be a representative of the University of Saskatchewan.

(b) The Board shall have power

(i) To appoint an Executive Committee which shall, from time to time, exercise on behalf of the Board such functions as may be delegated to it.

(ii) To appoint standing, ad hoc, or special committees to consider and report to the Board in respect to such matters as may be referred to them.

(c) Members of the Board not residing in the centre where meetings are held shall be entitled to reimbursement for travel and subsistence incurred through attendance at Board meetings.

IV. THE THIRD MEETING

The third meeting of the Minister's Committee was held in Regina on September 12, 1962.³⁶ First the Committee considered the report of the Sub-committee on administration. The Memorandum of Agreement (see above) was studied and discussed. There was concern expressed by the Teachers College Principal over placement of certain personnel not specifically mentioned in the Agreement. A question was raised as to the status of the Principals of the Teachers Colleges. It was pointed out it would be the responsibility of the President and Minister to agree upon an appropriate position and rank.

³⁶Those present were the Director of Teacher Training, the Acting Deputy Minister of Education, the Chief Superintendent, the Principal of the Teachers College, Saskatoon, the Director of Curricula, the Principal of Regina College, the Dean of Arts and Science, the Administrative Vice President of the University, the President, the Education Dean, the Assistant Executive Secretary of the Teachers' Federation, the President of the Teachers' Federation, the Executive Secretary of the Trustees' Association.

The Executive Secretary of the Trustees' Association said that he had been instructed to present the viewpoint of the Saskatchewan School Trustees' Association with respect to the whole question of an integrated programme of teacher education. The Executive of the Trustees' Association opposed the integration of teacher training within the University on the grounds that this would remove teacher education from the direct control of the public authority. He pointed out that the Memorandum of Agreement, in the opinion of the Trustees' Executive, did not leave the Minister of Education in a position of ultimate authority, as the Trustees' Association felt he should be.

The Committee Chairman expressed the opinion that paragraph one of the Agreement (see above) recognized the responsibility and authority of the Minister for the supply and certification of teachers. And the Vice-President of the University observed that, in signing the proposed agreement, the University Board of Governors would recognize the Minister's authority in the area of teacher education, and would be obligated to put on any programme which the Minister regarded as necessary, although the University would not be obligated to grant degree credit for such a programme. It was further pointed out, that since the University is dependent upon the Provincial Government for funds, the Minister of Education does, in the last analysis, have ultimate control.

The Director of Teacher Training suggested that some explanation and discussion of the proposal to the Executive of the Trustees' Association might, in large measure, remove their opposition. The Execu-

tive Secretary assured the Director that the Executive would welcome such a meeting.

After some minor amendments were made to the Memorandum of Agreement, the Committee approved it on a motion by the University Vice-President and the President of the Teachers' Federation. The motion was carried with the Executive Secretary of the Trustees' Association dissenting, on previous instruction from the Executive of the School Trustees' Association.

The Committee next considered the recommendations of the Sub-Committee with respect to the Provincial Board for Professional Education Development. Again, after minor amendments, on a motion by the Teachers' Federation President and the University President, the Committee approved the recommendations.

There followed a report by the Chief Superintendent of Schools on behalf of the Sub-committee on Teacher Supply and Demand. This report was received by the Committee on a motion by the Principal of Regina College and the Acting Deputy Minister of Education.

The Chairman then asked the Committee what next steps should be taken. It was agreed that he should present the Memorandum of Agreement and the proposal for a Provincial Board for Professional Education Development to the Minister of Education, and that the Chairman should request further instructions from the Minister. In the meantime, the President of the University agreed to undertake the task of acquainting the Executive of the University Council with

the discussions which had taken place to date.³⁷

Shortly thereafter the President presented the proposals to the Executive of the University Council. He presented them as ones which might prove acceptable to both the Education Department and the University. He pointed out that the Department, while retaining full control of and responsibility for the certification of teachers, seemed to be prepared to share much of the direct responsibility for the training of teachers with the University. He added that it seemed desirable that the University should be prepared to accept this additional responsibility. In fact, the University Council, the Senate and Board of Governors did later show their willingness to accept the responsibility.³⁸

The Director of Teacher Training, on November 15, sent a memo to the Acting Deputy Minister. The memo drew the Deputy's attention to a set of propositions prepared by the Director and related to the organization of a programme of teacher education and professional education development.³⁹ The Director suggested that the propositions be discussed by the Sub-committee on Organization and Structure at a meeting called for November 22, 1962. Apparently the propositions

³⁷ Minutes of a Meeting of the Minister's Committee on Professional Educational Development, September 12, 1962. In a file in the possession of the Director of Teacher Training.

³⁸ See below, 125-126.

³⁹ Government of the Province of Saskatchewan, Department Memo, November 15, 1962, from the Director of Teacher Training to the Acting Deputy Minister.

were calculated to help overcome the opposition of the School Trustees' Association to a unified approach to teacher training in a College of Education. They were put forward for exploration and discussion in the light of the following considerations:

1. the concern of the Government and School Trustees over adequate staffing of schools;
2. the concern of the Teachers' Federation over continuous professional improvement and upgrading of certificates;
3. the need to use all educational facilities and resources in the Province to improve professional educational standing;
4. the need for improved techniques of selection of professional staff at all levels of the educational enterprise;
5. the need to develop an alternate programme to that offered in either the Teachers College or the College of Education which could be agreed upon by both parties and which, at the same time, could be accepted within the general university administrative complex without serious disruption.

Specifically, the propositions had to do with five matters: (1) the organization of the teacher training year into semesters, (2) the utilization of Faculty staff, (3) the concept of internship, (4) the position of the Head of the College of Education, Regina Campus, and (5) the organization of the College of Education into departments.⁴⁰ Out of the discussion of these propositions, the Sub-committee on Organization and Structure developed a list of recommendations at its meeting on November 22.⁴¹

⁴⁰See Appendix G entitled "Propositions Regarding the Organization of the Programme for Teacher Education and Professional Educational Development," 290-294.

⁴¹See below, 126-127.

As he said he would, the President of the University presented a report to the University Senate on November 16. He reported on the discussions held between officers of the University and Department of Education with respect to the administration of teacher education in Saskatchewan. In part, he said,⁴²

It is too early at this time to bring before the University Council, Senate and Board of Governors, detailed proposals for the reorganization of teacher education, and indeed the specific proposals with which these bodies will have to deal have not as yet been developed. It does, however, seem advisable at this point to acquaint Council with developments which have taken place so far, and to seek approval in principle for the most important clause in the formal agreement between the Government and the University which would likely be necessary

The President was here referring to the Memorandum of Agreement. He went on to outline the proposal which dealt with the Board for Professional Education Development.

At its meeting, the Executive Council recommended that there be approval in principle of the paragraph in the report concerning the drawing up of a suitable agreement between the Minister of Education and the President. Also, the Council approved the recommendations concerning the proposed Board for Professional Education Development and recommended them to the Senate for approval.⁴³

The Executive of the University Council had passed the following motion:

⁴²University of Saskatchewan Senate Meeting Minutes, November 16, 1962.

⁴³Ibid.

That the representatives of the University on this Committee in these negotiations examine the agreement to ensure that a clause is included to indicate that this agreement does not limit the powers of the University (and the Board of Governors) to introduce courses other than those required by the Minister of Education.

On a motion by the President and the Deputy Minister of Education (who was a member of the University Senate), the Senate approved the recommendations of Council that the report be approved.⁴⁴

V. THE FOURTH MEETING (called for December 6, 1962)

The fourth meeting of the Minister's Committee was to have been held in Saskatoon on December 6, 1962.⁴⁵ One of the items on the agenda was a progress report on the reception of the principles incorporated into the Memorandum of Agreement by the University, on the one hand, and the Government of Saskatchewan, on the other. Apparently, while the University was prepared to accept the Memorandum, the Provincial Cabinet was not.

The Sub-committee on Organization and Administration was to have presented a set of recommendations upon which the Sub-committee members were in accord. They had agreed upon them at the November

⁴⁴Ibid.

⁴⁵There is a copy of a proposed agenda for this meeting. It is to be found in a file in the possession of the Dean of Education. There are no minutes of the meeting in the possession of the Secretary of the Minister's Committee. The Secretary says the meeting did not occur. This information was obtained by personal correspondence between the Dean of Education and the investigator, July 29, 1963.

22 meeting of the Sub-committee, and were prepared to recommend as follows:⁴⁶

1. That the contracting parties agree upon the full integration of teacher education provided that a suitable programme of teacher preparation could be prepared and approved.

2. That a programme sub-committee be established with the following composition and terms of reference:

- (a) That it shall be composed of ten members, four appointed by the University, four by the Department of Education, one by the Teachers' Federation and one by the Trustees' Association.

- (b) That it shall be concerned with developing in full and comprehensive detail the best possible unified programme of teacher education for the Province; establishing within that programme a point of initial certification at the end of two years in such a way that the first two years of preparation are adapted to the needs of teachers and at the same time meet the University requirements for degree accreditation; the steps or phases by which a two-year programme may be brought into operation; academic content, professional development and foundations aspects of teacher education; making the greatest possible use of facilities and staff in other faculties of the University; providing within the College of Education for such courses in the academic fields as may not be available through other resources; admission requirements to the courses.

- (c) That it shall have the following powers and responsibilities: to appoint such ad hoc committees as deemed necessary; to make the fullest use of all personnel resources; to report, in final form, to the full Minister's Committee not later than March 1, 1963; to establish a central information committee to act as a central agency for obtaining necessary data required by any ad hoc committee.

- (d) That the action on the part of this programme sub-committee should await approval in principle by both parties, of the Memorandum of Agreement between the University and the Government of Saskatchewan.

⁴⁶ A report of the Sub-committee on Organization and Administration, November 22, 1962. To be found in a file in the possession of the Director of Teacher Training.

The University Board of Governors met on December 19. From the minutes of this meeting, it is apparent that the movement toward an agreement to integrate teacher education had been halted. In part the minutes read,⁴⁷

It was agreed to defer consideration of the proposed agreement between the University and the Government of Saskatchewan for a teacher training plan until the next meeting and the President was asked to circulate a memorandum to the Board outlining the arguments in favour of the adoption of such a proposal.

The Dean of Education prepared the memorandum circulated by the President. It was dated January 3, 1963.⁴⁸ The Dean introduced the memo by saying,

[The Administrative Vice-President] has conveyed to me your suggestion that I should explain, in the form of a memorandum, the reasons why I strongly favor the integration of teacher education under university administration, with such safeguards as are needed to protect the government's interest in and responsibility for both the supply and the quality of teachers who staff our elementary and high schools.

He went on to give ten reasons which upheld his conviction that the University must be vitally concerned with teacher education at all levels.⁴⁹ In spite of the arguments put forward by the Dean and circulated by the President, the Board of Governors, on January 9, 1963, decided that no action be taken regarding the proposed agreement

⁴⁷Minutes of a meeting of the University of Saskatchewan Board of Governors, December 19, 1962.

⁴⁸University of Saskatchewan College of Education Memorandum to the President from the Dean of Education, January 3, 1963. To be found in a file in the possession of the Dean.

⁴⁹See Appendix H, "Excerpts from a Memorandum to the President from the Dean of Education, January 3, 1963," 295-298.

between the University and the Saskatchewan Government.⁵⁰

The Minister's Committee took no action until May 3, 1963, on the recommendations of the Sub-committee on Organization and Administration which were to have been made to the full Committee on December 6, 1962.⁵¹ That is to say, there was a period of approximately eight months during which time the Committee did not meet. Some members began to feel that again, as in 1957, the deliberations of the Minister's Committee were to be for naught. Apparently it was during this time that the Minister of Education sought to have his colleagues in the Provincial Cabinet ratify the Memorandum of Agreement.⁵²

The investigator was unable to gain access to the relevant Minutes of Cabinet meetings. However, some of the officers of the Department of Education have suggested that certain members of the Cabinet were opposed to a policy of integration. These members, it would seem, preferred to keep control of the training of elementary teachers under the Department of Education. They were reported to have argued that teacher training for secondary teachers and specialists should consist in one or two years' study beyond an academic

⁵⁰Minutes of a Meeting of the University of Saskatchewan Board of Governors, January 9, 1963.

⁵¹See above, 127.

⁵²This information was obtained by the investigator in conversation with some of the officers in the Department of Education during April and May, 1963.

degree and that the training of elementary teachers could best be accomplished in Department controlled Teachers Colleges with programmes of one or two years' study beyond senior matriculation.⁵³

It was suggested by some members of the Minister's Committee that the members of Cabinet who opposed the Memorandum of Agreement were concerned about the opposition of the Trustees' Association to the concept of integration. The members of Cabinet who opposed integration may have argued that the Saskatchewan School Trustees' Association was "politically" significant throughout the electoral constituencies of the Province. That is, they may have argued it would be unpolitic for the Cabinet to force a settlement of the teacher training issue upon the trustees.

In any event, the Cabinet insisted upon a report from the Department of Education in which alternatives to a policy of integration should be presented for their consideration. Such a report was prepared and duly presented to the Cabinet by the members of the Education Department on the Minister's Committee. The Cabinet was presented with a picture of each of the following alternatives: (1) a continuation of the present policy with Teachers Colleges and a College of Education, (2) a Faculty of Education as recommended by the Minister's Committee, (3) a Teachers Institute (that is, a two-year Teachers College), and

⁵³Ibid.

(4) a Teachers University. After examining each of these alternatives in terms of control (by the Government), buildings and facility needs, staff needs, kinds of teachers prepared in each, the research ability of each, and the costs of operating each, the report assessed the relative merits of each alternative. Those who presented the report to the Cabinet were unequivocal in their support of the Faculty of Education.⁵⁴

VI. THE FOURTH MEETING (finally held, May 3, 1963)

By May the Cabinet had set aside its obstruction to ratification of the proposals. They agreed in principle to the Memorandum of Agreement. Thus, the Minister's Committee was able to meet again, and did so on Friday, May 3. The meeting was different than those held previously in that the Minister of Education took part.⁵⁵

The Minister's report was received first. He stated that the Government was convinced that an early decision with respect to the nature and organization of teacher training was imperative. What follows is the text of his remarks:⁵⁶

⁵⁴See a report entitled "Alternatives" and marked Confidential in a file of the Director of Teacher Training, Regina, March, 1963.

⁵⁵The others present were: the Director of Teacher Training, the Assistant Deputy Minister (formerly the Chief Superintendent), the Acting Deputy Minister, the Director of Curricula, the Dean of Arts and Science, the Dean of Education, the President of the University, the Principal of Regina College, the Assistant Executive Secretary of the Teachers' Federation, the President of the Teachers' Federation, the Executive Secretary of the Trustees' Association and the President of the Trustees' Association.

⁵⁶Minutes of the fourth meeting of the Minister's Committee on Professional Education Development, May 3, 1963. To be found in a file in the possession of the Director of Teacher Training.

The Government has given further consideration to the proposal that certain changes be made in the teachers' training programme. The following suggested changes were approved in principle:

1. That provisions for teacher training be located on the campuses of the University of Saskatchewan.

2. That a Board of Professional Development, consisting of representatives of the Department of Education, the University of Saskatchewan, the Saskatchewan Teachers' Federation and the Saskatchewan School Trustees' Association, be established and given the responsibility, in association with the teacher training staff, of devising a programme of instruction and study that will satisfy the conditions of the various teachers' certificates.

3. That the budgeting for the teacher training programme be made available through the Board of Governors of the University.

4. That the Department retain the right of issuing certificates stating qualifications of teachers.

5. That the University retain the right of granting degrees.

6. That the Department of Education retain the right to make special grants directly available to the teacher training programme for special projects.

On the basis of these principles, the Government recommended that the Minister's Advisory Committee on Teacher Training be asked to give the matter further consideration and prepare detailed recommendations on the new programme.

The President of the University reported that the Senate and Board of Governors of the University had considered and approved in principle the proposal for the establishment of a Provincial Board for Professional Education Development and for an agreement between the Department of Education and the University whereby⁵⁷

⁵⁷Ibid.

Subject to the Minister's responsibility for the supply and certification of teachers; and having due regard for the responsibility of the University of Saskatchewan for the granting of degrees, the Governors of the said University shall provide in the College of Education of the University for such programmes and courses of instruction and training of teachers as may be required by the Minister and agreed to by the Senate. The said programmes and courses of instruction and training of teachers shall be developed by the Provincial Board for Teacher Education, and recommended by that Board to the Minister and to the President.

The President went on to say that while item six of the Minister's statement (see above) had not been specifically considered by the Senate and the Board of Governors, he had no doubt that it would be acceptable to them. (Items one to five had been discussed previously and agreed upon by the University as well as the Cabinet.)

A report of progress by the Chairman was received by the Committee. It reads as follows:⁵⁸

Since the Committee has not met for some time, it would seem advisable to review areas of agreement at this point. The contracting parties, the Government and the University, have agreed in principle:

1. That teacher training institutions should be situated on the campuses of the University of Saskatchewan.
2. That all possible use of facilities and staff in other colleges of the University should be made.
3. That a permanent Board for Professional Development . . . should be established.
4. That a budget for teacher training should be made available through the University Board of Governors.
5. That the next step should be the development of a programme of teacher education in all its phases, as well as in specific detail, and to report thereon to the Government for assessment on the basis of certification requirements and to the University for evaluation on the basis of degree credit standing.

⁵⁸Ibid.

The report of the Sub-committee on Organization and Administration was then considered. On a motion by the Acting Deputy and the Assistant Executive Secretary of the Teachers' Federation, a Sub-committee on Programme was established.^{59, 60}

A motion by the Principal of Regina College and the Assistant Executive Secretary of the Teachers' Federation, was carried that the first new education building be constructed on the Saskatoon campus. Discussion ensued with respect to setting up a building sub-committee. While it was recognized that plans must soon be made, it was felt by the Committee that a building sub-committee would need to know the lines along which the programme would proceed. Hence, the setting up of a building committee was left in the hands of the Minister of Education and the President of the University.

There was some discussion of a seminar planned for the week of June 17 at Kenosee. The seminar was to be concerned with the development of a satisfactory teacher education programme and was originally planned by the Department of Education. It was to involve Teachers College and College of Education personnel. On a motion by the Arts and Science Dean, and the Acting Deputy Minister, the Programme

⁵⁹ Composed of three members each appointed by the University and Department of Education and two members each appointed by the Teachers' Federation and the Trustees' Association.

⁶⁰ For the terms of reference of the Sub-committee see the recommendations of the Sub-committee on Structure and Administration, 126-127.

Sub-committee of the Minister's Committee was requested to accept responsibility for the Seminar on programme to be held at Kenosee.

VII. THE KENOSEE CONFERENCE

The Kenosee Conference on Teacher Education was held in June, 1963. Fifty-five persons spent five days working on the problem of developing a programme for the pre-service preparation of teachers.⁶¹ An attempt was made to answer four major questions:⁶² (1) How many teachers do we need? (2) What should we consider in their preparation? (3) What new developments are taking place as a result of research which should have a significant influence on what and how teachers teach? (4) What kind of a programme is needed to translate these needs and developments into effective practice?

The investigator, in a letter to the Director of Teacher Training, asked for his impressions of what was accomplished at Kenosee and how it helped or hindered the development of a solution to the problem of a teacher training policy acceptable to the Minister's Committee.⁶³

The Director, in his reply, stated,⁶⁴

⁶¹The fifty-five persons included instructors from the Teachers Colleges, faculty members of the College of Education and representatives of the Department of Education, the Saskatchewan Teachers' Federation and the Saskatchewan School Trustees' Association.

⁶²For a discussion of the Conference, see C.P. Collins, "The Kenosee Conference on Teacher Training," The School Trustee (September, 1963), 5-7, 16-18.

⁶³A letter from the investigator to the Director of Teacher Training dated July 1, 1963.

⁶⁴A letter from the Director to the investigator dated July 26, 1963.

The last two days of the Conference the . . . members met in four groups to consider various aspects of a program with particular emphasis on identifying unique aspects of program for the following kinds of teachers -- primary, elementary, junior high, senior high or divisions I, II, III and IV. From these reports the general characteristics common to all teachers and unique to the profession have been extracted. Reports from these four groups are now being processed as a basis for establishing a new program in teacher education by the Program Committee of the Minister's Committee. Participants in the Kenosee Conference felt that by bringing together the staff of Teachers College and the College of Education several points regarding program were clarified. All of them felt that while the Conference had served to identify many similarities between the College of Education and the Teachers College . . . it would be still too early to assess any significant effect coming from the Kenosee Conference on program development.

At the May 3 meeting of the Minister's Committee, a sub-committee on Teacher Education Programme Development had been authorized.⁶⁵

At the same time the terms of reference for this sub-committee were approved.⁶⁶ The sub-committee was instructed to report to the Minister's Committee not later than October 1, 1963.

The membership of the sub-committee consisted of the following:

- (1) for the University, the Dean of Arts and Science, the Dean of Education and a Professor of Education;
- (2) for the Department of Education, the Deputy Minister,⁶⁷ the Principal of the Teachers College, Regina,⁶⁸ the Assistant to the

⁶⁵Three of the members were to be appointed by the University and three by the Department of Education; the Trustees' Association and the Teachers' Federation were each to appoint two members.

⁶⁶See above, 133-135.

⁶⁷The appointment of a Deputy Minister of Education was announced on May 10, 1963, by the Minister of Education. The new appointment succeeded the Acting Deputy Minister.

Director of Curricula;

(3) for the Saskatchewan Teachers' Federation, the President and the Executive Secretary;

(4) for the Saskatchewan School Trustees' Association, the President and the Executive Secretary.

The Chairman of the Minister's Committee took part in the deliberations of the sub-committee as an ex-officio member.

The sub-committee on programme development held its first meeting on May 16, 1963. The College of Education Professor was elected Chairman and the Assistant to the Director of Curricula was elected Secretary. At the second meeting of the sub-committee (June 25, 1963), the members received the reports from the Kenosee Conference; they set up a smaller working group to consider the reports and to recommend a programme for teacher education in an integrated organization.⁶⁹

Agreement had been reached on basic principles by September 12. Subsequently an attempt was made to finalize, in general terms, the

⁶⁸On July 1, 1963, the acting Principal of the Teachers College, Regina, officially retired from his interim appointment, and a new Principal was named. He had previously been an instructor on the staff of the College.

⁶⁹The working group consisted of the Director of Teacher Training (Chairman), the Principal of the Teachers College, Saskatoon, the Deputy Minister of Education, the Dean of Education, the Executive Secretary of the Trustees' Association and the Assistant to the Director of Curricula.

programme for the first two years of teacher training. The sub-committee had a report ready for the October 7 meeting of the Minister's Committee.⁷⁰

VIII. THE FIFTH MEETING

The October 7, 1963 meeting of the Minister's Committee was the fifth meeting. It was convened in Saskatchewan House, Regina. The Chairman of the Programme Development Sub-committee was called upon to present the report of the sub-committee. Following his report, the President of the Trustees' Association asked in what way the proposed programme was an improvement upon the present system of teacher education (one year at Teachers College followed, within a required time, by one year at University). The Sub-committee Chairman mentioned the following advantages:⁷¹ (1) It provides for more flexibility than now exists in the second year of a student's programme, and at the same time assures guidance so that the programme of the Standard Certificate (obtained after two years of training beyond senior matriculation) may be creditable toward a degree; (2) The organization into semesters or terms leaves open the possi-

⁷⁰See Appendix J for the recommendations of the Sub-committee on Programme Development, 299-308.

⁷¹Minutes of a meeting of the Minister's Committee held on October 7, 1963. To be found in the possession of the Secretary of the Committee.

bility of entry into the programme of training at some time other than in September, and also the development of an internship programme;

(3) While the one year programme is no more satisfactory than the present Teachers College programme, and in some respects may be considered less satisfactory, the proposed changes should not be considered as a year of study in isolation. When coupled with the second year of study, which it is hoped many students will take immediately, those who go out to teach should be better prepared both in general education and in their specialties than they possibly can be in a one-year programme; (4) The proposed programme should at least serve as a starting point for an integrated teacher training operation.

Integration makes possible the provision of better facilities, more efficient utilization of staff, better coordination of classes and the development of more specialized programmes than is possible if teacher training is conducted under a divided administration. The Sub-committee Chairman suggested that changes would surely be made to improve the programme as experience is gained in its operation.

Both the Principal of the Teachers College, Saskatoon and the Dean of Education reported that their faculties were unhappy about certain features of the proposed programme. Both reported that if one accepts the fact that teachers must be prepared to go into a classroom at the end of one year of training, then the proposed programme can be said to be reasonable.⁷²

⁷²Ibid.

The new Deputy Minister of Education expressed the opinion that much was to be gained by integrating all teacher education under one administration. He suggested that the experience of a common first year would allow for the operation of a "reverse pyramid" principle -- leading into many areas of specialization. This, in time, would allow teachers to be better prepared to meet the needs of pupils in the classrooms of the Province.⁷³

The President of the University again stressed his view that a better programme of teacher education could be developed under one administration at the University than could be obtained under a divided administration.⁷⁴

The President of the Trustees' Association said he would have to take the proposals of the sub-committee to the executive of his association before he could vote on them; that the sub-committee's report incorporated some features about which the Trustees were particularly concerned.⁷⁵

At this point, the Chairman of the Minister's Committee ruled that a motion respecting the proposals should be voted upon at this meeting. He pointed out that immediate action was necessary if an integrated programme of teacher education was to come into effect by September, 1964.⁷⁶

⁷³Ibid.

⁷⁴Ibid.

⁷⁵Ibid.

⁷⁶Ibid.

The President of the Teachers' Federation moved and the Director of Curricula seconded a motion that the recommendations of the sub-committee be accepted and transmitted to the University authorities and the Minister of Education. This motion was carried. The representatives of the School Trustees' Association abstained.⁷⁷

So that the integration of teacher education could move ahead smoothly and without delay, the Deputy Minister moved and the Principal of the Teachers College, Saskatoon, seconded a motion that a Board of Professional Educational Development be established. This motion was carried unanimously. Because it would take considerable time to prepare the requisite legislation to make possible integration, and because much remained to be done with respect to the reorganization of teacher education and the determination of the content of the new programme, the Deputy stressed the necessity of establishing the Board through an order-in-council.⁷⁸

On November 8, 1963, the Faculty of Education presented to the Council of the University of Saskatchewan a set of recommendations with respect to the integration of teacher education. After

⁷⁷The executive of the Trustees' Association later accepted the sub-committee's report in principle but recorded, in a memo to the Minister of Education, a number of reservations and qualifications. See Appendix K, entitled, "A Statement by the Executive of the Saskatchewan School Trustees' Association to the Minister of Education concerning the Report of the Minister's Committee on Professional Educational Development," 309-312.

⁷⁸Minutes of the October 7, 1963 meeting of the Minister's Committee, op. cit.

some discussion, the University Council approved the report of the Dean of Education in principle. At some length the Council discussed the proposed courses which make up the new programme. Various problems were pointed up. It was noted, for example, that all students in the integrated programme would have to take a class in English. Obviously this would necessitate additional staff for the English Department, an enlarged budget, et cetera. The Dean moved and a member of the Education faculty seconded that the programme, as drafted in the Report, be approved, subject to an arrangement to be worked out with respect to the proposed English class -- an arrangement mutually satisfactory to the Department of English and the Faculty of Education. This motion was carried.⁷⁹

At a meeting of the Senate of the University of Saskatchewan, held on November 22, 1963, the members accepted a recommendation from the University Council that the proposed teacher education programme be approved as it had been approved by the Council.⁸⁰

On Monday, November 25, 1963, the Minister of Education and the President of the University made a joint announcement to the public that agreement had been reached concerning a new policy to cover the integration of teacher education in Saskatchewan. The announcement

⁷⁹Minutes of a Meeting of the University Council, November 8, 1963.

⁸⁰Minutes of a Meeting of the Senate of the University of Saskatchewan held on November 22, 1963.

stated that a report from the Minister's Committee on Teacher Education had been approved in principle by the Government of Saskatchewan and the University of Saskatchewan.⁸¹

The Minister of Education stated that the Department of Education would proceed to consider legislation needed to bring about the necessary changes in administrative arrangements and to establish a permanent board for teacher education -- as recommended by the Minister's Committee.⁸²

The official date for integration to occur is July 1, 1964.

⁸¹See a news report in the Saskatoon Star Phoenix, November 25, 1963, entitled, "All Teacher Training will be at University," 3.

⁸²Ibid.

CHAPTER VI

THE MEMBERSHIP OF THE INFLUENCE SYSTEM SURROUNDING THE TEACHER TRAINING ISSUE: 1962-1963

This study presumes that persons and organizations¹ "outside" the Department of Education, both within the Government and without, have been and are involved in the agitation and settlement of the teacher training issue now facing the Department of Education. A pertinent question that was asked is, "How does one discover those who influence official decision-makers as the decision makers seek to develop policy in a government department?" The literature related to power studies suggests two possibilities: the reputational approach and the issue-analysis approach.²

Because there is disagreement over which approach can best describe the reality of power and influence relationships,³ this research used a combination of the two. Using the reputational approach, the researcher asked persons presumed to have especially valid knowledge to designate those whom they perceive to be powerful or influential in relation to the given issue and its process of decision-

¹An organization, for the purposes of this study, is a social unit devoted primarily to attainment of specific goals and characterized by a bureaucratic structure. See A. Etzioni, Complex Organizations (New York: The Free Press of Glencoe, Inc., 1961), xi.

²See above, Chapter I, 5-23.

³Ibid.

making. Using the issue-analysis approach, the researcher located influentials in terms of the formal positions they hold with respect to the given issue and its process of decision-making. Both approaches were used in this research because the investigator assumes the need to discover those who hold formal office and the need to use sociometric techniques in order to clarify the informal links of political influence. In other words, the investigator decided the reputational approach and the issue-analysis approach were both useful if the totality of the influence system surrounding the settlement of the issue was to be understood.⁴

I. DESIGNATION OF INFLUENTIALS

The Issue-Analysis (Positional) Approach

The Minister of Education, during the late spring of 1962, established a committee to study and make recommendations on the structure and content of teacher education in Saskatchewan.⁵ The Committee held its first meeting on August 3, 1962 and its most recent meeting on May 3, 1963. The purpose of the Committee was to assist the Minister, in his capacity as chief official decision-maker in the Department of Education, to formulate a new policy to govern teacher education in Saskatchewan. The following organizations are represented on the Minister's Committee:

⁴See Janowitz, loc. cit.

⁵See above, Chapter V.

- (1) the Department of Education
- (2) the University of Saskatchewan
- (3) the Saskatchewan Teachers' Federation
- (4) the Saskatchewan School Trustees' Association

The individuals originally appointed by the Minister of Education from the above organizations to the Committee are:

(1) from the Department:

- (a) Acting Deputy Minister⁶
- (b) Director of Teacher Training
- (c) Assistant Deputy Minister⁷
- (d) Principal, Teachers College, Saskatoon

(2) from the University:

- (a) President
- (b) Administrative Vice-President
- (c) Academic Vice-President and Dean of Arts and Science
- (d) Principal, University of Saskatchewan, Regina
- (e) Dean, College of Education

(3) from the Teachers' Federation:

- (a) Assistant Executive Secretary
- (b) President⁸

(4) from the Trustees' Association:

- (a) Executive Secretary⁹
- (b) President

⁶The Acting Deputy retired from the Department of Education in June, 1963, and was succeeded as Deputy Minister by the Chief Superintendent of Schools.

⁷This person, when first appointed to the Committee, was Chief Superintendent of Schools. He became Assistant Deputy Minister in February, 1963.

⁸The position of President of the Federation changed hands shortly after the Minister's Committee was set up. A different person attended the first meeting than attended the others as President of the Teachers' Federation.

⁹The Executive Secretary was unable to attend the first meeting of the Committee. A member of the Executive attended in his stead.

An examination of the minutes of the meetings of the Minister's Committee shows who attended and which meetings they attended. To date, four meetings have been held: August 3, 1962; August 17, 1962; September 12, 1962 and May 3, 1963.¹⁰ What follows is a list of those who attended the meetings. (The number each attended is in brackets):

The Acting Deputy Minister	(4)
The Director of Teacher Training	(4)
The Assistant Deputy	(4)
The Director of Curricula	(2) ¹¹
The Minister	(1) ¹²
The President of the University	(4)
The Administrative Vice-President	(3)
The Dean of Arts and Science	(2)
The Dean of Education	(4)
The Principal, Regina College	(4)
The Principal, Teachers College, Saskatoon	(3)
The Assistant Executive Secretary of the Teachers' Federation	(4)
The Executive Secretary of the Teachers' Federation	(1) ¹³
The President of the Teachers' Federation	(3)
The President of the Trustees' Association	(3)
A member of the Executive of the Trustees' Association	(1) ¹⁴
The Executive Secretary of the Trustees' Association	(3)

¹⁰See Chapter V.

¹¹The Director of Curricula was not originally named to the Committee. He attended the last two meetings and is now apparently a member.

¹²The Minister of Education attended the May 3, 1963 meeting to report to the Committee the reaction of the Cabinet to recommendations of the Committee.

¹³See footnote 8, 146.

¹⁴See footnote 9, 146.

The Reputational Approach

Thirty persons presumed to be knowledgeable about the issue of teacher training were asked to name those who are or have been influential with respect to the teacher training issue.¹⁵ The thirty informants were asked to react to this statement:¹⁶

At the present time, and during the recent past, the Department of Education in Saskatchewan has been considering changing the policy which governs teacher training in the Province. Please name persons, organizations, and associations which you believe have been and are exerting influence on the development of this policy.

Twenty of the thirty informants (67 per cent) replied. Table I lists the persons named by the informants. Table II lists the organizations.

When the persons and the organizations reputed to be influential are compared with influentials disclosed by an analysis of the issue, there is a large degree of overlap. First, let us compare the individuals involved. The following appear on the two lists:

- The Director of Teacher Training
- The Dean of Education
- The President of the University
- The Dean of Arts and Science
- The Minister of Education
- The Principal of the Teachers College, Saskatoon
- The Administrative Vice-President of the University
- The President of the Teachers' Federation
- The President of the Trustees' Association
- The Acting Deputy Minister of Education
- The Executive Secretary of the Trustees' Association
- The Director of Curricula
- The Assistant Deputy Minister
- The Assistant Executive Secretary of the Teacher's Federation

¹⁵For the positions of the informants see above, 37.

¹⁶From Appendix A, Data Gathering Device 1, 250.

Persons who appear as a result of the issue analysis approach but do not appear as a result of the reputational approach are representatives of the Teachers' Federation and Trustees' Association (who attended the first meeting of the Minister's Committee but then had their places taken by other appointees) and the Principal of Regina College (who attended all four meetings). Thus, informants named 14 out of the 17 who occupy functional positions in relation to the issue. Indeed, if it may be assumed that two of the three whom the informants did not name are relatively unimportant since they took part only briefly in the deliberations of the Minister's Committee, then one can reasonably say that the informants named 14 out of 15 of those who occupy functional positions in relation to the issue (93 per cent).

The informants named a number of others besides those on the Minister's Committee:

1. An Instructor at the Regina Teachers College; formerly Director of Teacher Training (1944-1962) and Acting Principal of the Regina Teachers College (1962-1963).
2. Premier of Saskatchewan; formerly Provincial Treasurer (1960-1961) and Minister of Education (1944-1960).
3. Executive Secretary of the Saskatchewan Teachers' Federation.
4. Principal of the Teachers College, Regina; formerly Instructor there.
5. Former President of the Saskatchewan Federation of Home and School Associations (1960-1963).
6. Instructor, Victoria College, Victoria, British Columbia; formerly Principal of the Teachers College, Regina (a position from which he resigned). (1962)
7. Minister of Health; formerly Provincial Treasurer (1961-1962) and Minister of Education (1960-1961).

TABLE I

PERSONS NAMED AS HAVING EXERTED OR EXERTING INFLUENCE ON THE DEVELOPMENT OF TEACHER TRAINING POLICY AT THE PRESENT TIME AND IN THE RECENT PAST IN SASKATCHEWAN.

Individual	Representing	Number of times named (out of 20) *
Director of Teacher Training	Department of Education	13
Dean	College of Education	12
President	University of Saskatchewan	9
Dean of Arts and Science	University of Saskatchewan	8
Former Director of Teacher Training	Department of Education	7
Minister of Education	Department of Education	7
Premier of Saskatchewan	Provincial Government (Cabinet)	7
Executive Secretary	Saskatchewan Teachers' Federation	7
Principal, Teachers College, Saskatoon	Department of Education	5
Administrative Vice- President	University of Saskatchewan	4
Principal, Teachers College, Regina	Department of Education	4
President	Saskatchewan Teachers' Federation	4
President	Saskatchewan School Trustees' Association	4
President	Saskatchewan Federation of Home and School Associations	4
Acting Deputy Minister of Education	Department of Education	3
Minister of Health	Provincial Government (Cabinet)	3
Former President	University of Saskatchewan	3
Former Principal, Teachers College, Saskatoon	Department of Education	3
Executive Secretary	Saskatchewan School Trustees' Association	3
Director of Curricula	Department of Education	3
Assistant Deputy Minister	Department of Education	2
Professor of Education	College of Education	2
Former Assistant Executive Secretary	Saskatchewan Teacher's Federation	2
Former Dean of Education	University of Saskatchewan	2
Executive Member	Saskatchewan School Trustees' Association	2
Assistant Executive Secre- tary	Saskatchewan Teachers' Federation	2
(N= 26)		

* Persons receiving only one vote are not included in this list.

TABLE II

ORGANIZATIONS AND ASSOCIATIONS NAMED AS HAVING EXERTED OR EXERTING INFLUENCE ON THE DEVELOPMENT OF TEACHER TRAINING POLICY AT THE PRESENT TIME AND IN THE RECENT PAST IN SASKATCHEWAN

Name of Organization or Association	Number of times named (out of 20)*
Saskatchewan Teachers' Federation	18
Saskatchewan School Trustees' Association	17
College of Education	12
Saskatchewan Federation of Home and School Associations	12
University of Saskatchewan	10
Saskatchewan Teachers College	7
Department of Education	7
Superintendents of Schools	4
Provincial Cabinet	3
Western Canada Conference on Teacher Education	2
Legislative Assembly (some members)	2

* Organizations and associations named only once are not included in this list.

- 8. Former President of the University of Saskatchewan (1945-1959).
- 9. Member of the Faculty of Education, University of Saskatchewan.
- 10. Former Executive Assistant of the Saskatchewan Teachers' Federation (retired 1961).
- 11. Former Dean of Education, University of Saskatchewan (1946-1954).
- 12. Member of the Saskatchewan School Trustees' Association.

As other evidence will show later,¹⁷ four of these persons are influential, even though they are not on the Minister's Committee: the former Director of Teacher Training, the Premier, the Executive Secretary of the Teachers' Federation and the Minister of Health. The

¹⁷See below, Chapter VIII.

evidence does not suggest the other eight are influential in any important way. The first appears to be influential because although he recently retired from the office of Director of Teacher Training, many of his ideas on what the teacher training policy should be still carry much weight. For example, the Trustees' Association put forward many of the arguments against a University-dominated policy of integration which were propounded by the former Director. The Premier and the Minister of Health are influential because they are Cabinet Ministers; each is a former Minister of Education with an interest in the teacher training problem. The Executive Secretary of the Teachers' Federation appears to be influential because of the position he occupies.

When one compares a list of organizations and associations formally involved in the settlement of the issue with a list of those named by informants, the overlap is complete. In addition to naming those formally involved,¹⁸ the informants named the following: the Saskatchewan Federation of Home and School Associations, Superintendents of Schools, the Western Canada Conference on Teacher Education and the Legislative Assembly. From evidence which appears later,¹⁹ there is no suggestion that any one of these groups sought, as an organization, to influence the settlement of the teacher training issue.

¹⁸Department of Education (including representation from the Teachers College), University of Saskatchewan (including representation from the College of Education), Saskatchewan Teachers' Federation, Saskatchewan School Trustees' Association and the Provincial Cabinet.

¹⁹See below, Chapter VIII.

According to the findings of this research, then, informants and relevant records yield the names of individuals and organizations which either alone would not have supplied. Probably the reason why the informants were successful in naming most of the individuals and all of the organizations involved in the settlement of the issue is because the question to which they were asked to respond was related to a specific issue (teacher training) and a specific scope (education).²⁰

Interestingly, this research does not reveal anything but the operation of what might be called legitimate influence on the settlement of the issue. All those who are taking part are individuals who might reasonably be expected to take part. They are from one of three "legitimate" groups: (1) those invited to take part by the Minister of Education, (2) the Department of Education, and (3) the Provincial Cabinet. In other words, no one from outside the fields of education and government appears to be involved in the system of influence surrounding this specific issue.

II. DESIGNATION OF TOP INFLUENTIALS

Top influentials have previously been defined as those reputed

²⁰Unlike some studies where informants are asked simply to say who are the "leaders" in their community or society, this research asks the informants specifically to name leaders in a particular field and the question is couched in terms of influence to discover who affects the decisions related to a particular issue. Furthermore, the decision-making machinery in this case is highly structured -- a committee operating under the auspices of a department of government -- which results in a system of influence that is more visible than would be so in a case where there is a lack of formal decision-making machinery, for example, as in the relatively fluid area of voluntary associations seeking to influence a community decision.

to have the most influence in the development of teacher training policy.²¹ They were rated by a panel of raters,²² all but two of whom are members of the Minister's Committee. The raters were invited to rate each influential, that is, each of those who were named two or more times by the informants, on a three-point scale on the specific criterion of the decision-making process related to the teacher training issue.²³ As a further check on the membership of the leadership pool, each rater was asked to name and rate anyone he felt should be on the list but was not.

Eleven out of the twelve raters responded to the task set before them, and Table III is a rank-order list of the persons whom they identified as top influentials. Those receiving the highest scores are considered to be the most influential; those receiving the lowest scores, the least influential.²⁴ It is assumed that anyone receiving 28 points or more, on the basis of his weighted "1" votes, "2" votes and "3" votes, is a top influential.

Ten of the seventeen top influentials are members of the Minister's Committee: The Director of Teacher Training, the Dean of Education, the President of the University, the Executive Secretary

²¹See above, 37-38.

²²For the positions of the raters see Chapter II, footnote 11, 38.

²³See Appendix A, Data gathering Device 2, 251.

²⁴Table III includes the names of those individuals who received a score in excess of half that which it was possible for them to receive. Conceivably an individual could have a score of 55.

of the Trustees' Association, the Dean of Arts and Science, the President of the Trustees' Association, the Director of Curricula, the Assistant Executive Secretary of the Teachers' Federation, the Principal of the Teachers College, Saskatoon, and the President of the Teachers' Federation; three are Cabinet Ministers, the Premier, the Health Minister and the Education Minister; three are outside the Committee and the Government: the Executive Secretary of the Teachers' Federation, a former President of the University of Saskatchewan and a former Dean of Education; one, a former Director of Teacher Training, occupies a rather unique position -- he is no longer Director of Teacher Training, but when he was, he played a predominant role in the teacher training issue. Why the former President and former Dean should be mentioned at all, let alone rated as top influentials, is difficult to understand. As later evidence will show,²⁵ neither is actively engaged in the agitation and settlement of the teacher training issue at the present time.²⁶

Members of the Panel of raters added some names they felt should be on the list but were not: the former Principal of the Teachers College, Regina, former Dean of Education, University of Saskatchewan,

²⁵See below, Chapter VIII.

²⁶It might be explained in terms of the problem of ambiguity. The raters may have found their question ambiguous. Both the former Dean and the former President were once active in the field of education and in attempting to solve the teacher training problem.

TABLE III

INDIVIDUALS RATED AS TOP INFLUENTIALS IN INITIATING,
SUPPORTING, OR BLOCKING ACTIONS WHICH HAVE AFFECTED
THE DEVELOPMENT OF THE TEACHER TRAINING POLICY

Rank	Individual	Vote			No Vote	Score*
		1	2	3		
1	The Premier	10	1	0	0	53
2	Former Director of Teacher Training	9	2	0	0	51
3	Director of Teacher Training	10	0	0	1	50
5	Dean of Education	9	1	1	0	49
5	President, University	8	3	0	0	49
5	Minister of Education	8	3	0	0	49
7	Executive Secretary, Trustees' Association	7	4	0	0	47
8	Dean of Arts and Science	5	6	0	0	43
9	Executive Secretary, Teachers' Federation	6	4	0	1	42
10	Minister of Health	5	4	2	0	39
11	President, Trustee's Association	4	6	0	1	38
12.5	Director of Curricula	4	5	2	0	37
12.5	Assistant Executive Secretary, Teachers' Federation	3	7	1	0	37
14	Principal, Teachers College, Saskatoon	4	5	1	1	36
15	President, Teachers' Federation	3	6	2	0	35
16	Former Dean of Education	5	1	5	0	33
17	Former President of the University	2	6	3	0	31

*Eleven raters rated each individual on a 1-2-3 scale. Each "1" vote is worth 5 points, each "2" vote is worth 3 points and each "3" vote is worth 1 point.

1926-1946, Department of Education High School Superintendent, former Deputy Minister of Education, 1944-1960. None received more than 10 out of 55 points. Later evidence will show none is currently involved in the issue.²⁷

²⁷See below, Chapter VIII.

CHAPTER VII

AN ACCOUNT OF THE POLITICS INVOLVED IN THE TEACHER TRAINING ISSUE, 1962 - 1963: A CONFLICT OF ENDS

In this chapter and the next an attempt is made to describe the system of influence which surrounds the teacher training issue as it is perceived by those involved in it.¹

In describing the politics of the teacher training issue, it is necessary to give an account (1) of the ends of each party which are relevant to the issue, (2) of the respects in which the ends of the parties are in conflict, (3) of the nature of the activity by which the issue is agitated and a settlement reached, and (4) of the terms of the settlement.²

Chapter seven delineates the ends of the parties to the issue and indicates how they conflict; chapter eight describes the nature of the activity by which the issue was agitated and a settlement reached.

¹It will repay us to review, at this point, the frame of reference within which the issue is discussed. Politics, for the purpose of this study, is the activity by which an issue is agitated and settled. It involves such behaviours as, say, negotiation, argument, discussion, application of force, persuasion. Actors give rise to the politics of a particular issue. The actors are oriented toward the attainment of certain ends, an end being an image of a state of affairs which is the object or goal of activity. When a real or apparent conflict exists between the ends of different actors, and some of the ends are mutually exclusive, an issue exists. The parties or partisans to the issue are the actors whose ends conflict. When certain ends are made the basis of action ending a conflict, then a settlement has been reached.

²See above, 34.

I. THE ENDS OF THE PARTIES TO THE ISSUE

As we have seen in chapter six, four organizations were officially involved in the teacher training issue through the mechanism of a Minister's Committee: the Department of Education, the University of Saskatchewan, the Saskatchewan School Trustees' Association and the Saskatchewan Teachers' Federation. Representatives were invited from each of these organizations to act on a Committee formed by the Minister of Education.³ The investigator interviewed most of the members of the Committee.⁴ Some of the questions asked relate to the "ends" of the various parties to the issue: each respondent was asked what his teacher training policy would be if he were in a position to declare the policy; each was asked why he would declare such a policy -- why he holds the views he does. In answering these questions, the members of the Committee provided a picture of the ends they sought with respect to teacher training policy. Also, the ends of the organizations represented become clear from the responses of the representatives.

³See a list of the members of the Committee, Chapter VI, 145-146.

⁴Each interview lasted between one and two hours. Those interviewed are: the Director of Teacher Training, the Assistant Deputy Minister of Education, the Director of Curricula, the Principal of the Teachers' College, Saskatoon, the Administrative Vice-President of the University, the Dean of Education, the Assistant Executive Secretary of the Teachers' Federation, the President of the Teachers' Federation, the President of the Trustees' Association, the Executive Secretary of the Trustees' Association. A copy of the Interview Schedule appears in Appendix A, 252-254.

The Department of Education

The Assistant Deputy, the Director of Teacher Training, and the Director of Curricula all supported similar policies. The Principal of the Teachers College supported a somewhat different policy. First let us look at the views of the former. The Director of Curricula outlined a policy to which the other two could subscribe in most all its aspects. Teacher training would be carried on within the University of Saskatchewan. However, teacher training would be largely controlled by a Board for Professional Development⁵ the personnel of which would represent the Education Department, the University, the Teachers' Federation and the Trustees' Association. This Board would be responsible for the content of the teacher training programme. The Department of Education would have the right to request the College of Education to offer certain courses deemed desirable by the Department; the University would reserve the right to decide which courses sponsored by the College of Education would receive degree credit. While the budget of the College of Education would be controlled by the University Board of Governors, the Board for Professional Education Development would have access to special Government grants for specific purposes. The certification of teachers would remain under the control of the Minister of Education.

The Director of Curricula's policy would provide a programme of teacher training of four years' duration. It would be possible to

⁵See Chapter V, 118-120.

obtain a first certificate to teach at the end of two years. (Internship, of from six to twelve months, would be an integral part of the programme.)

Academic courses taught in the College of Education would be given by the Faculty of Arts and Science, but only those members of the Faculty who could demonstrate "good" teaching techniques or methods would be involved in the programme. The College of Education would operate in close relationship to a number of demonstration schools. It would have, as one of its most important attributes, a graduate school in which students could carry on research related directly to Saskatchewan classrooms.

The Director of Curricula supported this policy for the following five reasons: (1) the University setting provides the kind of resources needed for training teachers to be successful in today's classrooms; (2) a basic four-year programme with a graduate school as an extension would overcome in many respects the deficiencies in the present programmes carried on in separate institutions; (3) the improved teacher training programme resulting from the policy proposed by the Director would attract more and better applicants; (4) the longer prospective teachers remain in the training programme, the longer they will remain, as teachers, in the profession; (5) the professional status of teachers would be raised.

The Assistant Deputy offered two other reasons why he supported such a policy: (1) since teachers would be better qualified,

the Department of Education could entrust them, as practitioners, with a greater measure of responsibility for curricula. Increasingly, schools could design their own curricula; (2) it would enable schools to provide some types of programmes not now possible because teachers lack specialized training.

In reference to the Board for Professional Development, the Director of Teacher Training argued it is the only feasible way to co-ordinate the efforts of bodies that have an immediate and significant interest in teacher education and it does not imply a loss of control by the Government of teacher training. He suggested that even if the Department of Education shares the responsibility for training teachers with other bodies not hitherto so directly involved, the Government still retains control because (1) whatever the programme, it must receive the Minister's approval, (2) the Minister continues to control the certification of teachers, and (3) the University depends upon the Government for most of its revenues.

The Director of Teacher Training supported the policy outlined above for another important reason: it provides for the development of a common philosophy of teacher education and it means the end of a dual system of teacher education in which some teachers come through the Teachers College with its unique approach and philosophy, and some come through the College of Education, with its unique approach and philosophy.

The Principal of the Teachers College, Saskatoon, unlike these three officers of the Department of Education, opposed integration of

all teacher education in the University. He would establish a provincial Teachers University, physically a part of the University of Saskatchewan but administratively separate. He would place teacher training wholly under the control of the Department of Education. The Teachers University would have its own Board of Governors (appointed by the Department of Education) and its own budget (supplied by the Department of Education). The Principal of the Teachers College opposed integration of teacher training facilities in the University and under a Board for Professional Development. He argued that the Board as proposed, would lose, in time, the effectiveness it might have in the beginning, to protect the interests of the public authorities -- both the Government and the School Trustees.

The Principal favoured his policy alternative because, not only would it preserve public control of teacher education, it could preserve, in the Teachers University, many values inherent in the Teachers Colleges -- one of the most important of which is the strong feeling of "unity" and "belonging" which students enjoy. He argued that this feeling would likely be lost in an integrated College of Education. Furthermore, his policy would insure that those who teach student teachers do themselves have teaching and administrative experience and not just "paper qualifications." His policy would enhance cohesion amongst teachers, school principals, superintendents, and teacher educators in a way a University faculty could not. Such a policy would prevent the disruption of the teacher education programme, or the limitation of it, by such factors as the needs and demands of other University faculties, for example, Arts and Science. (The Principal

was arguing that an integrated College of Education would have to "put up with interference" from the larger administrative organization of which it would be a part, especially from a faculty like Arts and Science.)

The University of Saskatchewan

The Dean of Education favoured a policy under which the Government would control certification and the University would control granting degrees; the budget would be administered through the Board of Governors of the University. He wanted to have the Faculty of Education operate, in practically all respects, as other University faculties. The Dean would have the Government review both the budget and the programme of teacher training through an agency called the Provincial Board for Professional Development. The Government would be able to require the Faculty of Education to sponsor courses it deems necessary; the University, while sponsoring such courses, would not necessarily have to grant degree credits for their successful completion by students. The policy supported by the Dean would make the University especially cognizant, in its organizational and procedural aspects, of the special needs of teacher training. The University would alter its administrative organization and procedures to meet such needs, in the area, for example, of practice teaching.

The Dean looks upon the Board for Professional Development as a powerful advisory body -- powerful not only because of its powers and duties but also because of its membership.

The Dean recommended this policy because, firstly, basic to his philosophy of teacher education is the notion that prospective teachers need academic as well as professional education. The best place to get an academic education is the University.⁶

Secondly, the Dean claimed that all levels of teacher education -- elementary, secondary, specialist and graduate -- should take place in one institution for the good of staff and students alike.

Thirdly, the University is a learning centre where knowledge and the search for knowledge are located. As such a centre, it should serve to enhance every aspect of the public life. Teacher education, according to the Dean, is one aspect of public life which is, in a vital sense, "university business."

He suggested, fourthly, that it is good for education students to be "on campus" and meet in their studies and in extra-studies activities, students from other faculties.

As Alberta and British Columbia have found, Saskatchewan will find, that simply because students are on campus for their initial training, more will stay for longer periods of training. And furthermore, because of greater numbers of students, more specifically senior students, extensive graduate work of a high calibre will be possible.

⁶The Dean referred to American Teachers Colleges which became, in the history of their development, four-year teacher training institutions. According to the Dean, most of them are held in disrepute. Those which are reputable became, in effect, liberal arts colleges with an education department.

The Administrative Vice-president of the University preferred a policy of teacher training which would place all the activities within the University. The first priority of such an integrated programme would be a sound general academic education for each prospective teacher. The second priority would be enough professional preparation so that, coupled with practice teaching internship, the student, as a teacher, would be capable of performing competently in a classroom.

The Vice-president favoured the establishment of an advisory board (The Board for Professional Development) which would influence decisions of the University with respect to the specific characteristics of the teacher training programme. The Board would not only act as an advisory body to the University with respect to teacher training, but also to the Department of Education. The programme envisaged by the Vice-president, he said, would have to be financed through the University budget and not separately if it were to be acceptable to the University.

If such a policy were instituted, the Vice-president believed teacher training would attract "better" candidates, the status of the profession would be enhanced in the eyes of the public, and the University, in all its faculties, would receive from the high schools of the Province, better qualified students to pursue academic and professional studies.

The Saskatchewan School Trustees' Association

The policy the Trustees' President supported would stress, in its programme aspects, academic competence more than professional

competence (or competence in methods). The President of the Trustees' Association said, "Most teachers can learn the tricks of the trade in a short time, but one cannot teach what one does not know." In other words, he insisted that academic studies form the core of any adequate teacher training programme. Because of this belief, the Trustees' President said that all teacher education should be located on the University campus; it is there use can be made of faculties and facilities in the academic education of teachers. However, the professional aspects of teacher training should be under the direction and control of the Department of Education. It is in a Teachers College that the training of teachers to manage classes and teach subjects should occur. Thus, he favoured a policy which would affiliate Department-controlled Teachers Colleges with the University.

This policy is favoured by the President of the Trustees' Association because he believes the Teachers College provides a more practical training ground for student teachers than does the University College of Education in its "ivory tower" setting.⁷ In supporting this policy the President of the Trustees' Association assumes that Teachers College would provide a basic two-year minimum programme for elementary teachers; secondary teachers would be trained at the University in a four-year programme. The President of the Trustees'

⁷One of the reasons the Teachers College is more "practical" is explained by the interchangeability of personnel who work for the Department of Education -- for example, Superintendents of Schools and Teachers College Instructors. Because these two classes of employees are civil servants in the Education Department, a close liaison between them is possible.

Association believed that the Department of Education should retain control of the training of elementary teachers so that the supply of such can readily be maintained at the level of demand. He suggested the Department would be more willing and able to change regulations relating to such matters as entrance requirements and fees (as ways of controlling supply) than the University would be.

He opposed a policy which would place the budget of teacher training under the University of Saskatchewan Board of Governors. The Faculty of Education, under such an arrangement, would have to compete with other faculties for funds. He suggested that such competition very probably would affect adversely any teacher training carried on within the University.

The same point of view expressed by the President was expressed by the Executive Secretary of the Trustees' Association. The Executive Secretary said one reason the Trustees favour "affiliation" as opposed to "integration" is that some Trustees fear if all teacher training were placed under predominant University control, the emphasis would be upon the four-year degree course to the disadvantage of those taking the minimum two-year course to qualify for certification as elementary teachers.

The Saskatchewan Teachers' Federation

The Assistant Executive Secretary of the Teachers' Federation proposed a policy which would be, fundamentally, "one" programme, University-centred. The minimum length of the programme would be

two years and the minimum would be extended to four years as soon as it was feasible. Control, for the most part, would rest with the University and Faculty of Education. The Government would safeguard its interests in teacher education through the Provincial Board for Professional Development. This Board would be advisory; it would not be a Board of Governors. There would be, as well, other ways in which the Government could protect its interests: for example, the Government would make special grants to the College of Education for specific purposes -- through the Board for Professional Development.

The Assistant Executive Secretary wanted the content of the programme "balanced" in its academic and professional aspects. Students, while receiving a broad background of education, would specialize in one or two areas. The content of the courses would be closely related to present needs and future projected needs. The idea of internship would be an important part of the programme.

This policy was supported by the Assistant Executive Secretary for the following reasons: (1) it would largely overcome the weaknesses in teacher training inherent in the existing programmes offered at Teachers College and in the College of Education; (2) integration of facilities in a Faculty of Education would result in an enlarged Faculty which would facilitate specialization in instruction and the development of a graduate school in education; (3) living "on campus" amongst students of other Colleges would assist student teachers to mature, especially in an academic sense. He opposed the segregation of student

teachers. Teacher training institutions like the Teachers College restrict the participation of those who attend in partaking of valuable experiences possible when such students live in a University setting.

The President of the Teachers' Federation supported a policy similar to the Assistant Executive Secretary's. One of the reasons why is because he believes academic personnel in other faculties should be the ones to teach student teachers the academic aspects of their education.

Secondly, a University-based programme would lend prestige to the teaching profession. This would mean, in turn, that the College of Education would be able to attract more capable students.

Both believed that a unified programme of teacher training offered in a University Faculty of Education would produce teachers competent to undertake the demanding tasks which face teachers and administrators in our modern and rapidly changing society. They see the teacher's job as a complex one. Thus, the policy they espoused is calculated to produce capable teachers -- much more capable than those produced under the policy which was under review.

II. THE PROBLEMS INVOLVED IN THE ISSUE OF TEACHER TRAINING FROM THE VIEWPOINT OF THE DEPARTMENT OF EDUCATION (AS PERCEIVED BY THE MEMBERS OF THE MINISTER'S COMMITTEE)

Most of the members of the Minister's Committee would probably agree with the Assistant Deputy's analysis of the problems involved in the issue as the Department of Education saw it. The problems

relate to the responsibility of the Government for maintaining an adequate supply of well-qualified teachers. Put another way, the problems relate to the development of a programme and an administrative organization to facilitate the operation of the programme that take account adequately of the interests, prerogatives and responsibilities of the Department of Education, on the one hand, and the University of Saskatchewan, on the other, in teacher education.

According to the Director of Teacher Training, the Department of Education saw the matter of control as one upon which there was no debate and could be none. He pointed out, however, that while the Department of Education must control teacher training, it was prepared to exercise that control in cooperation with other interested bodies -- the University, the Teachers and the Trustees. Both the Government and the Trustees, in endorsing any new policy, wanted to be assured that under whatever policy, they would retain control of teacher supply.⁸

The Dean of Education, while agreeing that the over-riding concern of the Department was with its belief that it has a moral and a legal responsibility to supply the schools with teachers, mentioned some other "fears" of officers in the Department: (1) the fear of the

⁸Both the Department of Education and the Trustees' Association seem to fear domination of teacher training by the University. They have reservations about the quality of the programme and the maintenance of an adequate supply of teachers should the University control teacher training and continue to provide a programme similar to the one now offered in the College of Education. The Principal of the Teachers College, Saskatoon, pointed out, for example, that the public authorities feared handing control of teacher education to a University which has, compared to other Universities in Western Canada, much freedom from Government control at the level of University administration. (See Chapter I, 2.)

"academic" influence at the University which could mean that, should the University have too much control, it would raise entrance requirements and thus endanger teacher supply; (2) the fear of the disrespect for teacher educators generally on the part of some academic personnel; (3) a personal concern on the part of some Teachers College personnel about the nature of their position if and when they transferred to the University setting; (4) the fear that under a University administered programme, course content would become entirely "academic" in nature and unrelated to the practical aspects of teaching; (5) a fear of the administrative inflexibility of the University so that the College of Education would find it difficult to organize a programme which could best meet the needs of prospective teachers.

The President of the Trustees' Association added a thought with respect to the issue as viewed by the Department which none of the others mentioned: the Department saw a chance, under a new policy, to gain a measure of control over all areas of teacher training by sharing responsibility for control with the University.⁹ The Executive Secretary of the Trustees suggested that the officers in the Department desired a general improvement in the Province's teacher training programme; they have a genuine interest in keeping abreast of developments in this field.

⁹The President of the Trustees' Association suggested that by default or otherwise the involvement of the Government in the direct control of teacher training was limited to the one-year programme in the Teachers Colleges. See 1-2.

The Assistant Executive Secretary of the Teachers' Federation agreed that the Department of Education was concerned about the control of teacher education -- and this was so chiefly because they wanted to see the development and maintenance of an improved programme. However, within the Department there were some who argued that the approach of the Teachers College was superior to that of the College of Education. Others took exception to this view. To the Assistant Executive Secretary, then, the problem, as the Department saw it, was related to the nature of the programme to be offered under a new policy. The President of the Teachers' Federation suggested that, while the nature of the programme is important to the officers in the Department, the problem of teacher supply is more vexatious. He agreed with the Assistant Executive Secretary when the latter said that some members of the Education Department felt the Teachers College programme was more suitable than the College of Education programme for training elementary teachers, and that such persons were loath to see the University take over all teacher training unless the College of Education was prepared to provide a new and improved programme.

III. THE PROBLEMS INVOLVED IN THE ISSUE OF TEACHER TRAINING AS PERCEIVED BY THE MEMBERS OF THE MINISTER'S COMMITTEE

According to the Assistant Deputy Minister of Education the major problem involved in the issue of teacher training was that of bringing together a number of somewhat divergent viewpoints with respect to the nature of the organizational pattern within which the programme should

take place. The view of the Department of Education was that it is essential that the Minister continue to exercise his responsibility in the public interest especially in relation to the qualifications of teachers and the supply of teachers. The view of the Trustees' Association was similar to the Department's. The Trustees emphasized their concern over teacher supply. On the other hand, the view of the Teachers' Federation related most specifically to the academic and professional competence of teachers. The Teachers were more concerned with qualifications than supply. The view of the University was related to a concern with the problem of the development of a professional college in the more or less traditional university pattern.

The Assistant Deputy believed that all the members of the Minister's Committee were agreed on the need for a new kind of programme; none questioned the need to move away from the present dual approach involving separate institutions separately governed -- the Teachers College and the College of Education. All were concerned over how, especially, the University and the Department of Education could work more closely in the interests of teacher education: the question was, "Should there be a closer co-ordination of existing institutions? an affiliation of existing institutions? an integration of existing institutions?"

Like the Assistant Deputy, the Director of Teacher Training saw the problem as one of getting those most immediately concerned with teacher education to work together in order to provide the best possible programme of teacher education. He said that in achieving this close

co-ordination, the Government's responsibility for the adequate supply of qualified teachers cannot be overlooked or abrogated. The Committee, then, faced the problem of developing an acceptable organization (Structure) within which a new programme, which would supersede the existing programmes, could operate. As well, the Committee had to produce a programme which was "not just a marriage" of the two existing programmes, but was something new, something better than either.¹⁰

The Dean of Education, too, saw the basic problem facing the Committee as one related to the development of an acceptable programme. This problem, he suggested, was manifest in a professional-academic dichotomy where individuals viewed the problem in "either-or" terms. They saw the choice of programme as one between either the Teachers College approach or the College of Education approach.

According to the Dean, the concern of the Department of Education and the Trustees' Association over control and supply was an unrealistic concern since the Government does exercise control through its financial support of the University and because the Department of Education has the authority to certificate teachers.¹¹

¹⁰The Principal of the Teachers College, Saskatoon wondered how any "new" programme could be developed on the campus of the University of Saskatchewan where there seems to be an inflexibility in the University's pattern of organization and methods of teaching, and where it is generally recognized that the Arts and Science Faculty has a low regard for the Education Faculty. He asked, "Could an integrated Faculty of Education fit into the University?"

¹¹The Dean argued that to remove teacher education a step from The Education Department is a "healthy" step -- it would get teacher education away from direct political pressures. The Dean argued

The Dean also recognized that there are some who fear the staff problems which might arise should integration within the University occur. For example, some members of the Teachers College staff will become members of Faculty albeit they are academically under-qualified. He suggested time should resolve problems in this area.

The prime concern of the Trustees' Association, according to the President of the Association, was the matter of teacher supply and the control of supply by the public authority. There must be teachers available to man all the classrooms. Then there was the matter of teacher competence, not to say professional competence. (The President was here referring to the manner in which the teacher carries on in the classroom.) The Trustees, in other words, have a responsibility to staff all their schools with qualified teachers. They opposed, therefore, any kind of programme of teacher training, the structure and content of which might interfere with the provision of an adequate supply of qualified teachers.

The Executive Secretary of the Trustees' Association, like the President, argued that the public control of teacher education -- with respect to the qualifications of teachers as well as supply -- must be safeguarded. How to safeguard it was the chief problem facing the Committee.¹²

further, that raising standards should result ultimately in an improved supply of teachers. He recognized that some immediate shortages might have to be overcome in one way or another.

¹²Public control of teacher education is necessary since parents do not have the right to choose who shall teach their children. The

Unless the Department of Education controls teacher education, the supply of teachers could be artificially limited. The Trustees wanted to avoid the possibility of any such eventuality. The Minister of Education must be in a position to keep the supply of teachers equal to the demand.

The Executive Secretary of the Trustees' Association suggested that related to the problem of supply was the problem of the length of programme necessary to provide competent teachers. Trustees want to make sure, by insuring Government control of teacher education, that the programme of teacher education is consistent with the economy of the Province.

According to the Assistant Executive Secretary of the Teachers' Federation, the chief problem facing the Committee was the one which related to the development of a satisfactory programme. There was a controversy with respect to the merits of the two existing programmes -- Teachers College and College of Education. He said, "Until all those involved are able to think . . . in terms of a one best new programme including the strengths of the two old approaches but not the weaknesses,

Executive Secretary's argument was as follows: When an individual consults a professional person such as a lawyer or a doctor, he usually has freedom of choice. However, when a parent sends his child to a publicly-controlled school, he sends the child to a teacher the choice of whom he does not control directly. The teacher has been selected by a popularly elected local government body, the School Trustees. The local school board is governed, in turn, in its choice of teachers by such things as Government-controlled standards of certification. Since certification and training are intimately related, there must be public control of the training of teachers.

the issue will not be resolved. Once this problem is resolved, all the others will be overcome with relative ease."

The President of the Federation spoke in a vein similar to the Assistant Executive Secretary. The basic problem of the Committee was a disagreement on what kind of a programme will produce teachers competent in their academic and professional specialties. The President of the Teachers' Federation also mentioned the problem of supply. He suggested that if an integrated programme became policy and there was a minimum training period of two years, probably there would be a shortage of teachers temporarily. But, he argued, because of the present adequate supply of elementary teachers, now would be the most propitious time to institute the policy.

IV. A CONFLICT OF ENDS

It is evident from the interviews with members of the Minister's Committee that different organizations supported different policy alternatives. All the members of the Committee were agreed upon certain matters with respect to teacher training, but upon two important matters, the ends of the parties conflicted: (1) the nature of the control of teacher education with special reference to the organization through which control can be made operative, and (2) the nature of the programme of teacher education, with special reference to curriculum and methodology.

The issue of teacher training, then, was a conflict made up of two predominant dimensions -- one of control, the other of programme

orientation. This means there were four divergent positions, any one of which could be taken by a party to the issue:

1. A policy of teacher education which vests the control in the government and which provides a programme highly practical -- a Teachers College approach.
2. A policy of teacher education which vests the control in the University and which provides a highly practical programme -- a Teachers University approach.
3. A policy of teacher education which vests the control in the Government and which provides a programme highly theoretical and academic -- an affiliated college approach.
4. A policy of teacher education which vests the control in the University and which provides a highly theoretical and academic programme -- a Faculty of Education approach.

In this issue, none of the parties adhered to any one of these divergent possibilities, but each can be placed along a continuum represented by these possibilities. The Trustees' Association and the Department of Education occupy positions along the continuum toward the "government control -- practical programme" extremity; the Teachers' Federation and the University occupy positions toward the "university control -- theoretical/academic programme" extremity. Figure 3 represents what, to the investigator from his study of the issue, were the original positions taken by the parties to the issue.

At the one extreme one finds the Trustees' Association seeking a policy which has the Minister of Education in control of teacher training and which supports a programme built along the lines of the present Teachers College approach and of longer duration than the present Teachers College programme (say, a two-year minimum for elementary teachers). At the other extreme one finds the Teachers'

Federation seeking a policy which places teacher training under the jurisdiction of the University of Saskatchewan in a Faculty of Education and which supports a more theoretical and academic programme for both elementary and secondary students and as well for specialists and graduate students.

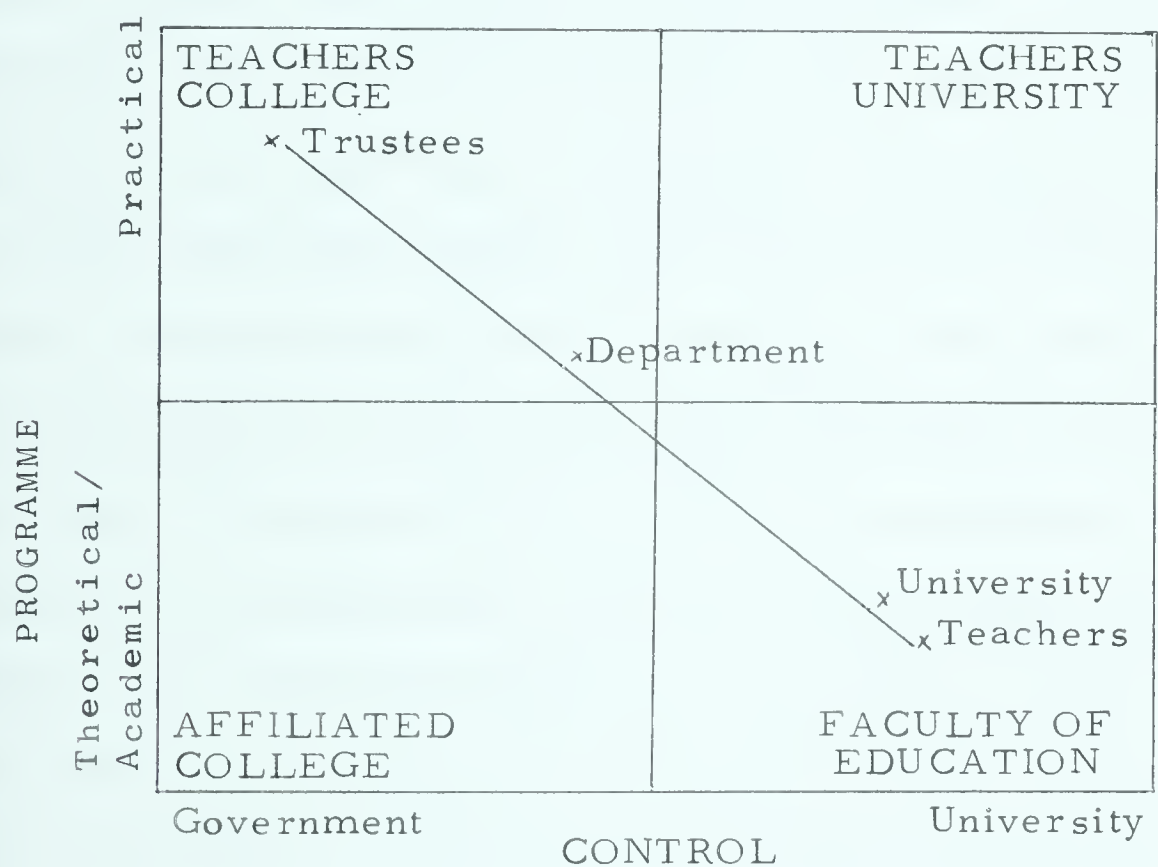


FIGURE 3
EXTREME POLICY ALTERNATIVES OF THE PARTIES
TO THE ISSUE

Between these two extreme positions lie the University and the Department of Education. The University occupies a position very similar to that of the Teachers' Federation. While it seems there was a "public organizations vs. professional organizations" split in the negotiations, it is apparent that the Department of Education occupies a position closer to the University and the Teachers' Federation than to the Trustees.

The Director of Teacher Training, in a Memo to the Acting Deputy Minister of Education, suggested another summary of the nature of the issue and the concerns which divide the Committee.¹³ According to the Chairman of the Minister's Committee there were five areas of conflict: (1) the concern, especially of the Government and the School Trustees, over adequate staffing of schools, (2) the concern, especially of the Teachers' Federation, over continuous professional improvement and upgrading of certificates, (3) the general concern to use all the educational facilities and resources in the Province to improve professional educational standards, (4) the general concern over the selection of professional staff at all levels of the educational enterprise, (5) the general concern over the development of an adequate programme, something other than that offered in either the Teachers College or the College of Education which could be agreed upon by the University and the Department of Education (as the contracting parties) and, (6) the concern, especially on the part of the University, to develop a programme which could be accepted within the general University complex without serious disruption.

It was as each organization sought to alleviate its concern in one or more of these areas, by making this proposal or that proposal, that the conflict developed. A policy satisfactory to one proved unsatis-

¹³Government of the Province of Saskatchewan, Department Memo, November 15, 1962. See above, 123-124.

factory to another; in this way the issue was agitated. How was the issue settled? This is the next important question. In chapter eight we will examine how the parties to the issue sought to gain acceptance of their proposals, how they sought to influence the settlement of the issue. There will be a description of the bases upon which settlement was finally reached.

CHAPTER VIII

AN ACCOUNT OF THE POLITICS INVOLVED IN THE TEACHER TRAINING ISSUE, 1962 - 1963: ACHIEVING CONSENSUS

An attempt was made in chapter seven to clarify the ends of the parties of the teacher training issue and to indicate how the ends were in conflict. In this chapter an attempt is made to describe the nature of the activity by which the issue was agitated and a settlement reached. The terms of the settlement are included.

I. THE AGITATION OF THE ISSUE

The Alternatives: Who Supported What? (As perceived by the members of the Minister's Committee)

The members of the Minister's Committee were questioned concerning whom they thought supported one or the other of the two alternatives.¹ Evidence in chapter five and chapter seven suggests that while most of the members supported a policy of integration,² some

¹See Appendix A, Data Gathering Devices, Leadership Schedule C, 252-254.

²This alternative, if it were to become policy, would result in the establishment of an integrated Faculty of Education within the University of Saskatchewan. In all likelihood the University, through the Board of Governors, (and Faculty Council) would control the budget of the Faculty and appointments of staff to the Faculty; the programme would be largely influenced by the Board for Professional Development. The Board would act in an advisory capacity to the President of the University and the Minister of Education with respect to the teacher education programme. (See above, 113.)

supported a policy of affiliation.³ The University, the Teachers' Federation and, for the most part, the Department of Education supported integration; the Trustees' Association and some members of the Department of Education supported affiliation.

Now we may ask, "What do the various Committee members perceive to be the reasons the parties have for supporting one or the other alternative?" Those who were interviewed were asked why a particular organization supported a particular policy.

First, then, why did the representatives of the University support integration? The Committee members gave the following reasons:

- (1) the Faculty of Education wished to remain a part of the larger University organization and be as much like other faculties as possible in its internal as well as its external relationships. Conversely, the University did not wish to disrupt its administrative structure inordinately if it were to incorporate all teacher training within its boundaries;
- (2) University personnel believed that only by means of integration could the best possible teachers be produced, teachers who are competent to do an effective job in our complex society; (3) the University

³Under such a policy, the training of elementary teachers, at least, would be offered in Teachers Colleges in a two-year minimum programme under the control of the Department of Education. The Teachers Colleges would be located on the campuses of the University of Saskatchewan; they would be affiliated with the University and would work closely with the Faculty of Education. A four-year programme for training secondary teachers and specialists in various fields would be provided by the Faculty of Education; it would also provide a two-year course leading to a degree for the graduates of the Teachers Colleges.

personnel recognized that integration would mean the expansion of University facilities. As well, it would mean an extension of the University's influence throughout the Province; (4) the Faculty of Education was hopeful that, if it increased in size, it would gain prestige on campus as well as beyond.

Second, why did the Teachers' Federation support integration? For the following reasons, according to the Committee members: (1) the Federation believed that through integration the professional status of teachers would be enhanced, and teaching, as a profession, would acquire added prestige; (2) as the University, the Federation believed that it is only within the University setting that the best possible teacher training programme can develop. Integration would make possible the production of the most competent teachers, both academically and professionally; (3) the Federation saw integration as a step along the way to the point where the teachers, through their professional organization, would be able to control entry into the profession. (The Trustees' Association especially saw, as a fundamental objective of the Federation, the desire to control certification and, through it, entrance requirements and teacher supply.⁴)

⁴The Executive Secretary of the Trustees' Association believes the Teachers' Federation is interested in the control of teachers by teachers to whatever degree it is possible to attain. He pointed out that this aim of the Federation was in conflict with the demand of the trustees for public control of the teaching profession. He said the trustees are suspicious of the teachers' general motive to certificate its own membership. Thus, the Trustees' Association was concerned lest the Minister of Education lost any of the control of teacher training he traditionally exercised. Any such loss would be a step toward losing his right to certify teachers. The Executive Secretary suggested that by compromising on some points now while yet advancing somewhat to their goal, the teachers are nevertheless moving toward that ultimate goal.

Third, why did the Trustees' Association favour affiliation?

It did so for the following reasons, according to the members of the Committee: (1) the trustees believed that a policy of affiliation would safeguard the control of teacher training by the Government. The trustees argued that if the public authority has direct control, then it can control the economic costs of teachers, their training and subsequent employment and, as well, it can control the supply of teachers; (2) the trustees believed that the brand of teacher education provided under the jurisdiction of the College of Education was rather unrelated to the practical aspects of classroom management and instruction, it was "out of touch" with the real work of pupils and teachers; (3) the trustees believed that a University-centred programme would in all likelihood emphasize the four-year programme to the disadvantage of the two-year programme (especially designed for elementary teachers).⁵

Finally, those in the Department of Education who supported integration, did so, according to the Committee members, because they believed it would provide the best organization for producing competent teachers. They believed that the Minister's right to certify teachers leaves the Government with sufficient control of teacher education. Those who supported affiliation, on the other hand, did so because they feared that prospective elementary teachers would not be adequately

⁵ Some on the Minister's Committee said the trustees believe there is no need of a programme of longer duration than two years for elementary teachers.

trained in a Faculty of Education. Thus it was important that the Minister of Education retain control of teacher training at the elementary level.

The Influentials: Who Supported Whom? (As perceived by the members of the Minister's Committee)

Generally speaking, the Committee Members who advocated integration believed they had the support of (1) the University administrators and most of the members of the Faculty Council, (2) the Faculty of the College of Education, (3) most of the senior officers in the Department of Education, (4) the rank and file of the Teachers' Federation, (5) the executive of the Saskatchewan Federation of Home and School Associations, (6) some (probably a minority) of Superintendents of Schools, and (7) some (probably a minority) of Teachers College instructors.

Those on the Minister's Committee who advocated affiliation believed they had the support of (1) the rank and file of the Trustees' Association, (2) some members of the Provincial Cabinet, (3) some members of the Legislative Assembly, (4) the majority of Teachers College instructors, and (5) the majority of Superintendents of Schools. The advocates of affiliation believed that some senior officials in the Education Department supported affiliation as the best policy.⁶

⁶Some of the comments of those who were interviewed may shed light on the nature of support or lack of support which they perceived to exist: the Dean of Education, for example, was not sure where the Superintendents of Schools stood on the issue. Once, amongst them,

The Probable Effects of the Alternatives Should Either Be Instituted

(As perceived by the members of the Minister's Committee)

How would a policy of integration affect those most immediately concerned with teacher training? The members of the Committee all recognized that the policy would give the Trustees' Association and the Teachers' Federation a stronger voice in teacher education (as representatives on the Board for Professional Development) than they had as members of the Advisory Councils to the Teachers College and the College of Education. Committee members recognized that it would curtail the control of the Department of Education especially with respect to the budget, although it would provide the Department with an area of control not heretofore enjoyed -- the area of the University two-year and four-year programmes. The Department, with predominant membership on the Board, and with the Director of Teacher Training as Chairman, would be in a position to influence strongly the entire teacher training programme.

there was a feeling that the programme in the College of Education was impractical. The Dean suggested that feeling seems to be disappearing now. He believed many of the instructors in the Teachers Colleges were favourably disposed toward integration. Indeed, he suggested that probably both Principals were supporters of integration but were anxious to preserve on the campus the strengths of the Teachers College programme.

According to the President of the Trustees' Association, within the Government there were conflicting views. He said some members of the Department urged the trustees to "stick to your guns." Of course, they have urged the trustees to maintain such a position privately and not publicly. Included amongst such persons in the Department are Teachers College instructors and Superintendents of Schools.

The President of the Trustees' Association pointed out that an organization like the Trustees' Association does not take as solid a stand on an issue as was taken by the trustees without being sure of its grounds and of considerable support outside the organization.

Committee members believed that integration would enhance the control of teacher training by the University, especially since the Board of Governors would administer the budget, the Senate would control the granting of degrees and appointments to staff would be left in the hands of University officers.

The Committee members were agreed that integration would result in a temporary shortage of teachers, especially if a minimum two-year programme were instituted as a part of the policy of integration. Integration would, in all likelihood, increase the costs of education. Problems of teacher supply and costs are problems of special concern to the trustees and officers in the Department of Education. A shortage of teachers and increased costs could have "political" implications for both the trustees and the Government. Those who supported integration argued, however, that the problem of supply would only be a temporary one, to be solved by short term measures of expediency; they pointed out that, in the long run, integration would enhance the supply of teachers, and they would be teachers with superior qualifications, thus reducing the number of problems of both the trustees and the Education Department. Concerning costs, the advocates of integration argued that it might be the cheapest policy in the long run. They said that to overcome the economic problem, senior governments would have to increase financial aid to local school boards.

The Executive Secretary of the Trustees' Association said that while the Government appreciated the stand taken by the trustees, it did not altogether accept it.

The Chairman of the Committee suggested that there were two aspects, especially, relative to integration which disturbed those involved in the negotiations: (1) the concept of coordinated control (the Board for Professional Development) involving the Department of Education, the University, the Teachers' Federation and the Trustees' Association and (2) the concept of a "new programme," something beyond either of the two existing programmes, and not merely a "marriage" of them. In these areas each party was busy identifying its "vested interests." According to the Chairman "All would continue to cooperate so long as each could influence the over-all programme in relation to the concerns of each."

The Nature of the Activities of the Parties to the Issue (As perceived by the members of the Minister's Committee)

How Each Party Perceived his own Role. Each member of the Minister's Committee was asked the following question: "In general, what has been the nature of your activities as you have attempted to influence the final decision on teacher training policy? In other words, what has been your role in this issue?"⁷ What follows is a report by each of his role in the issue.

First, the roles of the officers of the Department of Education:

⁷See Appendix A, Data Gathering Devices, Leadership Schedule C, 252-254.

(1) Director of Teacher Training

As Chairman of the Minister's Committee, the Director said he sought to achieve a reduction of the size of the area of distrust amongst the parties, a clarification of the problem areas, a collection and compilation of information and sources of information. He sought to make the Committee into a working team.

According to the Director, all formal negotiations went on in the Committee and in camera.⁸ He said the Department's role was an orthodox role -- the development of policy by a committee. Officers of the Department, in working with the others on the Committee, sought to achieve consensus on important matters of difference. The Director believed he attempted to use conflict constructively and reduce it where possible.

(2) Assistant Deputy Minister

The Assistant Deputy said his efforts were directed chiefly towards the evolvement of a departmental point of view based on information gained through a study of provincial needs and a survey of various teacher training programmes. His attempts to assist in the clarification of an official point of view were carried on for the most part through committees within the Department of Education.

⁸Members agreed at the outset that Committee deliberations would receive no publicity; nothing was to be said publicly until the Minister released the Committee report.

(3) Director of Curricula

The Director of Curricula said that if he was influential as a Committee member it was because he consistently argued that the policy he supported was one which would be a further step along a line in which the Department had been moving in the past -- towards more and better professional training for all teachers.

(4) Teachers College Principal

The Principal said he was an active participant on a number of committees set up to consider teacher training policy. He spoke out publicly, in addresses and on panels, with respect to what he thinks teacher training policy should be. On numerous occasions he spoke informally to concerned persons about his own point of view. For example, he spoke to the Director of Teacher Training and the members of staff at the Teachers College, to teachers in the field, and Superintendents of Schools. He tried to get his views across to University personnel and to members of the executive of the School Trustees' Association. For example, the Principal often chatted with the representatives of the Trustees' Association over lunch during Committee meetings.⁹

Next, let us examine the roles of the University representatives.

⁹He mentioned that during one of the meetings of the Minister's Committee he spoke out in favour of locating teacher training on the University campus, not to say in an integrated programme. After the meeting, the President of the Trustees' Association expressed disappointment in the Principal for taking that stand in front of the Committee.

(1) Dean of Education

Within the University, the Dean discussed the problem at staff meetings and individually with a number of persons. Thus, he felt he knew the views of his Faculty on the subject. Whenever the opportunity arose, the Dean expressed his views to the President. According to the Dean the President always consults with him and the Faculty before making decisions which affect the College of Education in an intimate way.

Outside the University, contacts between the Dean and the Teachers' Federation have been close. (He said this is partly because of their geographic proximity.) On a number of occasions the Dean has met with personnel of the Teachers' Federation.¹⁰ The College of Education and the Teachers' Federation work together in many areas, one of which is teacher education.

The Dean said his contacts with the Trustees' Association have been unsatisfactory. He has had very little opportunity to discuss teacher education with trustees outside of the Minister's Committee.

¹⁰The Dean, for example, spoke to a Teachers' Federation Leadership Seminar. He shared with those present his ideas on teacher education. He began his address in this way, "When [_____] invited me to meet with the executive of the Saskatchewan Teachers' Federation to present to you some of my personal views with respect to the development of teacher education, I welcomed the opportunity to do so. For a number of reasons which I hope you will understand, I could not, at this time, have accepted an invitation to discuss such a topic publicly, but an informal and frank exchange of opinion within a group such as this seems to me not only useful, but highly necessary, if we are to perform our respective tasks well." This is an excerpt from an address by the Dean to the Teachers' Federation Leadership Seminar, Loon Lake, 1960. It is to be found in a file in the possession of the Dean.

He thinks that if the Trustees' Association had its headquarters in Saskatoon, as the Teachers' Federation has, then he would work more closely with the trustees. (The Dean mentioned to the President of the Trustees that he would like the opportunity to outline his views on teacher education to the executive of the Trustees' Association. So far, he has not had the opportunity to do so.) He believes he paid too little attention to this aspect of his work; he has not put himself out to make these kinds of contacts. If he had, he feels that such contacts would have borne fruit in the negotiations with the trustees.

Both formally and informally, the Dean was able to make his views known to the respective Ministers of Education. The Dean tried to maintain as close a contact as possible with the Department of Education -- especially with the Director of Teacher Training. He feels his relationships with the Department are "good." This, he believe, is partly because of deliberate effort. For example, the Dean is anxious to consult with department officials on matters of mutual concern -- having unwittingly failed to do so once, and, as a result, having been "burned."¹¹

(2) Vice-President, Administration

As a member of the Minister's Committee, more especially as a member of the Sub-committee on administrative organization, the Vice-president was anxious to reconcile the sometimes divergent

¹¹See footnote 43, 99-100.

views of the College of Education and the Department of Education. He met on numerous occasions, formally and informally, with the Minister and his Deputy on the one hand, and on the other, with the President of the University as well as with various Deans (especially of Education, Arts and Science and Agriculture). During such meetings the problems of teacher education were discussed and various views expressed. The Vice-president, in such meetings, was able to get his own views across.

He said he was involved in casual meetings with persons from the Teachers' Federation and the Teachers College. With such he discussed teacher training on a friendly basis.

Next, the roles of the representatives of the Teachers' Federation.

(1) President

As a member of the Minister's Committee, the President said he spoke out strongly in favour of the official views of the teachers. Outside the Committee he spoke to various groups advocating the wisdom of integration. For example, he expressed the views of the Federation before conventions of teachers and meetings of Home and School Associations. In the Spring of 1963, the President addressed the annual convention of the School Trustees' Association.¹² Also in the Spring of

¹²See a report of this address in the Saskatoon Star-Phoenix, March 13, 1963 (P.M.), 15. It is entitled, "STF in favor of two-year teacher training program."

1963, he addressed the annual council of the Teachers' Federation.¹³ In both addresses he stressed the need for a two-year minimum programme and a policy of integration. The President met a number of times with school trustees, including the Executive Secretary and the President. In such meetings, some of them quite informal, he attempted to explain the official position of the Teachers' Federation on teacher education.

(2) Assistant Executive Secretary

The Assistant Executive Secretary said he spoke out at every opportunity, both within and without the Committee, on the merits of integration and a two-year minimum programme. He met on several occasions with trustees -- say five or six time -- informally, with respect to the teacher training issue. He believes that not all the executive members of the Trustees' Association had the same views on integration as the Executive Secretary and the President. At such meetings, the executive members questioned the Secretary and President on the stand taken by them in the Minister's Committee.¹⁴

¹³The President wrote a special guest editorial based on this speech. See "We Need Two-Year Training Now," The Saskatchewan Bulletin (March, 1963), 12-13.

¹⁴The Assistant Executive Secretary mentioned, "In fact, until recently, the President of the Trustees was not so opposed to integration as he is now -- and in those days his reasons for being opposed had more to do with finance than loss of Government control -- his main reason now for opposing integration."

The Assistant Executive Secretary, as a member of the executive of the Federation, presented the Federation's views in the form of briefs to the Provincial Cabinet¹⁵ and to the Minister of Education and his advisors as well.¹⁶ In the briefs, the Federation presented arguments in favour of integration and the two-year minimum training

¹⁵In the most recent brief to the Cabinet the officers of the Federation said, "We heartily commend the Minister of Education for his leadership in moving towards an integrated teacher education system and a minimum two-year programme. This progressive action, along with the many other changes taking place in education, will assure a sound and commendable programme of teacher education for the benefit of the people of Saskatchewan." From "A Submission to the Executive Council, Government of Saskatchewan," by the Saskatchewan Teachers' Federation, October 13, 1962, 2.

¹⁶In a brief to the Minister of Education the Federation Executive said, "At the last meeting with you and the members of your Department, top priority was given to a request that a two-year minimum for entrance into the teaching profession be established as soon as possible and that our two teacher education systems be fused. These are still the most important issues in education at this moment. The Councillors of the province at our recent annual conference expressed concern with the hesitation and delay in establishing the two year minimum. They are equally convinced that steps should be taken immediately to integrate the teacher education programmes in an effort to develop the best possible system of teacher education. With no intention of criticizing either of the present teacher training institutions, we are quite certain that the integration of the two will result in a programme that will produce better teachers for our schools. The new teacher education institution should be located at the University and be completely integrated with it. In this way the full resources of the University and the personnel of the various departments will be available to the College of Education. It will make possible the development of a strong graduate school.

"The agreement reached as a result of the intensive study and research carried out in 1962 by the Minister's Committee, appears to respect the responsibilities of the Minister and the University. It adequately protects the Minister's right to certify teachers and to assure a programme which will be in the interests of the people of the Province of Saskatchewan. . . ." From "A Submission to the Minister and Department of Education," presented by the Saskatchewan Teachers' Federation, May 4, 1963, 1-2.

programme. The Assistant Executive Secretary prepared much of the material presented in the briefs.

The Assistant Executive Secretary went on to point out that the Teachers' Federation had "machinery" set up, ready to begin a "pressure campaign" to support the stand of the Federation on teacher training. It did so, he said, because the Trustees' Association was carrying on a campaign amongst its membership in opposition to the stand taken by the Teachers' Federation. The Federation was set to reach individuals at the local level -- trustees, members of Home and School, and teachers. The object of the campaign was to get people at the "grass roots" to influence the decision-makers with respect to teacher training policy. The details of this pressure campaign, what was to be done and how, are set out in a memorandum that went out to the members of the Federation's Teacher Education Advisory Committee.¹⁷

Finally, let us turn to an examination of the roles of the representatives of the Trustees' Association.

(1) President

The President said that he sought, as President of the Trustees' Association, to express the official views of the trustees at every opportunity. He spoke out strongly against integration on the Minister's Committee; he presented the official views of the Trustees' Association

¹⁷See Appendix L entitled, "Minutes of the Advisory Committee on Teacher Training and Certification," Saskatchewan Teachers' Federation, April 27, 1963, 313-315.

to the teachers in their annual council.¹⁸

The President said he attempted to get the official views of the Association across to the membership of the various branches of the provincial organization -- rural, urban, Separate Schools -- at meetings of trustees, annual conferences and zone meetings. Also, he used the official organ of the Association to convey his ideas. A number of articles by the President appear in The School Trustee.¹⁹ Furthermore, on behalf of the Association he helped prepare and present briefs to the Minister of Education and those who work with him in the Department.²⁰ (Unlike the executive of the Teachers' Federation, the executive of the Trustees' Association did not present a brief to the Cabinet on the matter of teacher education.)

The President pointed out that the Trustees' Association did not attempt to carry the issue of teacher training to the general public. He said the executive did not contemplate any organized pressure campaign on a province-wide scale to try to influence the thinking of persons at the local level.

¹⁸He spoke to the Federation's annual spring council during Easter week, 1963.

¹⁹See, for example, "A Few Lines from your President," 15 (December, 1962), 19-20.

²⁰See Appendix M entitled, "Excerpts from a Presentation to the Minister of Education," by the Saskatchewan School Trustees' Association, November 5, 1962, 316-319.

(2) Executive Secretary

The Executive Secretary of the Trustees' Association said he gathered data on teacher education, developed a "trustees' viewpoint" and promulgated such a viewpoint. On the Minister's Committee he sought to get across the official views of his Association. At branch meetings he, like the President, talked about teacher education, not only with the trustees present, but with Superintendents of Schools who attend such branch meetings.

The Executive Secretary said he took part in a number of formal and informal meetings where teacher training was considered. For example, the executive of the Trustees' Association met with that of the Teachers' Federation specifically to discuss their mutual concerns and ideas about teacher education.²¹

How Each Party Perceived Each Other's Role. The members of the Minister's Committee were asked this question, "In general, what has been the nature of the activities of each group as each has sought to influence the final decision? In other words, what role has each of the groups you mentioned played in the issue?"²²

Committee members believed that, for the most part, the issue-related activities of the parties to the issue were carried on through the Minister's Committee. The comments of the Administrative Vice-

²¹See above, 196. The Assistant Executive Secretary of the Teachers' Federation made reference to these informal meetings.

²²See Appendix A, Data Gathering Devices, Leadership Schedule C, 252-254.

President of the University summarize the perceptions of most Committee members. He said, "The only groups that have played any other role than that officially designated by membership on the Minister's Committee are the Saskatchewan Teachers' Federation and the Saskatchewan School Trustees' Association." These two organizations brought the matter of teacher education before the public, their own membership and before the Government.

According to the members of the Committee, officers of the Education Department who were involved in the issue played the role of mediators in the formal meetings. The Director of Teacher Training, for example, as Chairman, tried to sense the areas in which agreement seemed possible and to move the deliberations of the Committee accordingly. Officers of the Department were especially valuable as information-gatherers; they enlightened Committee members with respect to present and future teacher needs, possible programmes and probable costs of alternative programmes. Persons on the Committee from the Department did not speak out publicly for or against either alternative. This is not to say, however, that they did not speak out quietly "behind the scenes" and in Committee meetings.

Committee members believe that the University representatives were very effective in Committee meetings and also in informal meetings with such key persons as the Minister of Education. The President of the University, the Administrative Vice-President and the Dean of Education all met privately with the Minister of Education; they corresponded with him outlining their views.

On rare occasions, officers of the University spoke out publicly. At least two important public statements were made: (1) the Dean of Education's address to the College of Education Alumni,²³ and (2) the President's address to the annual convention of the School Trustees' Association.²⁴

According to Committee members, the respective roles of the representatives of the Teachers' Federation and the Trustees' Association were similar: each was outspoken in the Committee, each carried on a campaign, especially amongst its own membership, in support of its aims. Concerning the activities of the two organizations, the Dean of Education said, "The Saskatchewan Teachers' Federation is a very powerful organization. It asks for and receives audiences with the Minister of Education and the Cabinet. It expresses its views through its publication, The Saskatchewan Bulletin. It speaks out publicly through the press and radio. The same is true of the Trustees' Association. Both have worked quietly and privately, too -- meeting with each other and meeting others. Much has been decided informally."

The President of the Trustees' Association said the Teachers'

²³"Teacher Education at the University of Saskatchewan," Regina, December 3, 1957. To be found on a file in the possession of the Dean. The Regina Leader-Post commented editorially on this address in its afternoon edition, December 11, 1957, 21.

²⁴A summary of the President's address to the trustees in the Spring of 1963 appears under the title, "Education for Tomorrow's World," in The School Trustee (May, 1963), 5-6, 16. The Saskatoon Star Phoenix reported the address in an article entitled, "Teacher training should be at University," in the afternoon edition, March 13, 1963, 3.

Federation made a far greater effort to influence those beyond its membership than the Trustees' Association. He believes the Federation had an effective programme; it "pushed" the Government far more than the Trustees' Association did. (He cited the Federation's Brief to the Cabinet as an example of such "pushing.")

Changes in Point of View

The various members of the Minister's Committee were asked if their viewpoints with respect to teacher training had changed, and if so, how they had changed.²⁵

The Director of Teacher Training said his ideas on teacher education were affected mostly by his experience as Research Director for the Canadian Education Association.²⁶ They were also affected by his experience as a Superintendent of Schools in Saskatchewan. The ideas he has begun to crystallize when he became Director of Teacher Training and was made responsible for the development of a new teacher training policy. The Director believes that, in the broad sense, his ideas have not changed since he became Director of Teacher Training. He has consistently held the view that teacher training policy had to be the outcome of the coordinated thinking and efforts of all those most immediately concerned -- the Department of Education, the University, the Teachers' Federation and the Trustees' Association.

²⁵See Appendix A, Data Gathering Devices, Leadership Schedule C, 252-254.

²⁶From 1959 to 1962.

The Assistant Deputy Minister is one whose views changed. Originally (say, 1956) he saw no practical way of centering all teacher training within the University. At that time, he was more inclined to think of an expanded programme in the Teachers Colleges for training elementary teachers. He contended then that the Teachers College should provide the first two years of training and that such training should be professional in nature; the College of Education should provide the last two years of a four-year course and should emphasize academic learnings.

The Assistant Deputy, who later supported integration, said his changes in views are (1) he feels a Teachers College can never substitute for a University; (2) an affiliated approach would have left the dual programme still in existence (he favours a unified programme); (3) he feels that University officials are more prepared to adapt their thinking to a new and better programme than they once were.

The Director of Curricula, who advocated a University-centred teacher training programme, said he held the same views during the recent negotiation that he held in 1956. The Principal of the Teachers College, Saskatoon, said he consistently held the view that teacher training for at least elementary teachers should be Government controlled in Teachers Colleges affiliated with the University.

The Dean of Education said he always favoured a policy of integration within the University but latterly he became more sensitive and concerned about the need for some kind of "machinery" to protect the

Government's position in teacher training. (Thus he was able to support the idea of the Board for Professional Development -- a mechanism to protect the rights of the Department of Education in the training of teachers.)

The Administrative Vice-President of the University believes his views did not change materially from those he held when he was a member of the first Minister's Committee in 1956-57. He always favoured integration. However, in 1956-57, he was prepared to accept the Federated College alternative as a first step toward complete integration. During the recent negotiations he believed such an alternative to be out of the question.

The President of the Teachers' Federation and the Assistant Executive Secretary said they consistently favoured the integration alternative -- a University-centred Faculty of Education approach with the instructional staff of the College in charge of the development of the programme. The latter believes it is important that the University and the Government work together in teacher education. Such an arrangement will insure a better programme, he argues, than either could provide alone. (This is so because the Department can provide a contact with the field, through Superintendents of Schools, that can be invaluable in a teacher training programme.)

The President and Executive Secretary of the Trustees' Association said they consistently believed that a policy of affiliation would provide the best solution to the teacher training issue. Their view

changed to this extent: they came to recognize the value of close association of Teachers College and University. They were not adverse to locating the Teachers Colleges on the campuses of the University so long as the Colleges remained under Government control.

II. THE SETTLEMENT OF THE ISSUE

This research was carried on when the teacher training issue was not yet settled. Thus it was possible to question the partisans concerning what they thought the final solution would be. Two pertinent questions were asked: one attempted to get at the views of the parties with respect to what they believed to be the best compromise; the other attempted to discover what form each believed the final settlement would take.²⁷

Compromises

First, then, how did the Committee members answer this question: "Now, considering the alternative policy decisions you and other groups would like to implement, what, in your opinion, is the best compromise of the differing views as far as the provincial system of education is concerned?" For the most part, the members of the Committee looked upon the alternative which would involve the Board for Professional Development as the best compromise. It lies between complete Govern-

²⁷See Appendix A, Data Gathering Devices, Leadership Schedule C, 252-254.

ment control of teacher training in a Teachers University or a Teachers Institute and complete University domination in a Faculty of Education under the jurisdiction of the University Senate and Board of Governors. Indeed, all the members of the Minister's Committee except the Executive Secretary of the Trustees saw "integration" as the compromise most likely to succeed -- the best compromise. (The Executive Secretary of the Trustees said the best compromise would be to place teacher training on the campus in a college affiliated with the University but under the control of the Department of Education.)²⁸

What is the nature of this compromise which most parties to the issue believed to be the best one? First of all, there are the areas of agreement between the two contracting parties -- the Government and the University. These two parties agreed in principle to the following:

- (1) that the teacher training institutions should be located on the campuses of the University of Saskatchewan and that all possible use should be made of facilities and staff in other colleges of the University;
- (2) that a permanent Board for Professional Education Development should be established, made up of members representing the

²⁸The President of the Trustees' Association, interestingly enough, believed the integration alternative would provide the best compromise so long as a new and improved programme of teacher training was developed. He said, "The trustees are anxious to strengthen the programme of the College of Education. They seek to vest the greatest degree of authority they can possibly get in the Board for Professional Development." "The trustees will insist that the Education Department continue to certificate teachers; it should continue its bursary and scholarship programme in teacher training. If the two-year minimum training programme is adopted, one of the two years of training should be subsidized by the Government so that no student will find it financially burdensome to undertake teacher training."

Department of Education, the University, the Saskatchewan School Trustees' Association and the Saskatchewan Teachers' Federation;²⁹

(3) that the budget for teacher training be made available through the University Board of Governors but that the Department of Education retain the right to make special grants directly available to the teacher training programme for special projects through the Provincial Board for Professional Development;

(4) that the next step be the development of a programme of teacher education in all its phases as well as in specific detail.³⁰

Furthermore, all members of the Minister's Committee agreed to the following:

(1) the terms of reference established for the Minister's Committee at its first meeting on August 3, 1962;³¹

(2) that the Board of Governors of the University be obliged to put on any courses which the Minister may deem necessary, though the Board of Governors be not obliged to grant degree credit for such courses;

(3) that the ownership of the buildings and facilities on University campuses heretofore used for training teachers under the Department of Education remain the property of the Government and be rented to the University or be vested in University authorities;

(4) that the staff of the Teachers Colleges retain their present pension rights in the Civil Service and be transferred to the appropriate rank of assistant or associate professorship on the basis of present salary, professional qualifications and service;

(5) that the Principals of the Teachers Colleges be provided appropriate administrative positions and academic status as determined by agreement between the President of the University and the Minister of Education.

²⁹The duties, responsibilities and procedures of this Board are outlined above, 119.

³⁰The Committee agreed to report thereon, by October, 1963, to the Government for assessment with respect to certification requirements and to the University for evaluation with respect to degree credit standing. See Chapter V, 138-140.

³¹See above, 113.

Now it is pertinent to inquire, "In what respects do these important decisions taken by the parties to the issue involve compromise?"

The Administrative Vice-President of the University said the agreements involved compromise on the part of the University (1) to the extent the Board for Professional Development plays a significant part in the future, (2) since there is provision to have the Minister of Education review both programme and budget, and (3) since there is a provision which enables the Minister to require the establishment of emergency measures to meet unusual conditions (for example, the Minister's right to request courses be taught; his right to direct grants to the Board for Professional Development for specific purposes). The Department of Education compromised insofar as it gave up direct control of the training of elementary teachers. The Teachers' Federation accepted the compromise as a rather complete achievement of its general goals.³² The Trustees' Association was not as yet prepared to accept the compromise completely.

The President of the Trustees argued that the Trustees' Association opposed integration partly in order to get a better teacher training programme, however it might be organized, than was available in either

³²The President of the Teachers' Federation suggested that because integration along with a two-year minimum programme will not likely be a reality until 1965 at the earliest, the Federation has compromised. Also, the Federation is now more willing than it once was to leave certification rights in the hands of the Minister of Education.

of the institutions which provided teacher training.³³

Consensus

So far in this section of chapter eight, we have been considering the nature of the compromise generally acceptable to the members of the Minister's Committee. Now we may ask, "What do the members believe will be the final solution and why?" Each member of the Committee who was interviewed was asked, "In your judgement, what will be the final solution to the problem? Why?"

The Department of Education

The Director of Teacher Training believed the final solution would be along the lines suggested by the compromise which received general agreement. As far as the Government was concerned, control would lie chiefly through certification and membership on the Board for Professional Development. Thus, the organization of teacher

³³He said that in the Autumn of 1962 the trustees felt sure the Minister's Committee was defunct. Many accused the Trustees' Association of "killing" the Committee by insisting upon a policy of affiliation as opposed to integration. The President believes it was because of the attitude of the trustees that the proposals for integration finally considered were better than those previously considered. He suggested a number of salutary effects resulted from the blocking tactics of the trustees: (1) a better programme was developed, (2) the influence of the Board for Professional Development was extended insofar as it handles special Government grants, (3) there has been a formal agreement spelled out in detail between the Government and the University.

The Assistant Executive Secretary of the Teachers' Federation believed the trustees appeared to block the progress of the Minister's Committee. This was so because their views on teacher training, until the late stages of negotiation, coincided with the views of some members of the Provincial Cabinet. Once the Cabinet agreed in principle to integration, the trustees were less effective in the Committee.

education would lie somewhere between an affiliated college and a typical university college. The other members of the Committee from the Department agreed with the Director's prognosis. The reasons they gave were: (1) the compromise provided the greatest possibility for final agreement, (2) it is similar to the teacher training organization in Alberta which seems to work well in practice, (3) it has the support of the Teachers' Federation, of many teacher educators, of officials in the Education Department, and of the Minister of Education, evidently. The Principal of the Teachers College, fundamentally opposed to integration, believed the compromise would become policy for three reasons. First, those who held varying views were entrenched in their positions and went about as far as they were willing to go -- none would go "all the way" in any direction. Second, there was much frustration over the long and tedious negotiations. Those involved were getting to the point where they wanted an end to negotiations. Third, all were aware that the programme in effect was inadequate.

The University of Saskatchewan

The Dean of Education believed that all teacher training would come under the jurisdiction of the University with such protection of the interests of the public authorities as was agreed upon in the compromise. This would happen because, increasingly those involved in the negotiations were accepting the compromise as the best possible solution to provide for good teacher training. The Administrative Vice-President suggested it would happen because it was worked out

by the interested parties in negotiation. (He pointed out that settlement was subject to the satisfactory resolution of the specific curriculum for elementary teachers which was at that time being negotiated.)³⁴

The Saskatchewan Teachers' Federation

The two representatives of the Federation agreed that the compromise, to which the Cabinet and University Senate agreed in principle, would form the basis of the final solution. They said the Trustees' Association would finally accept integration because the Minister of Education and the Cabinet were in favour of it. The compromise would become policy because it provided the best basis upon which to build a good teacher education programme -- a point of view generally accepted in the Committee.

The Saskatchewan School Trustees' Association

The President agreed that the compromise would become policy. He argued, however, that because of the opposition of the trustees, a reappraisal of the entire teacher training programme in Saskatchewan was undertaken.³⁵ The reappraisal resulted, he said, in a better programme than would have been provided had the trustees not taken a strong stand against integration.³⁶

³⁴See above, 138-140.

³⁵Ibid.

³⁶He said, "As far as the Government is concerned, the trustees on this issue are dying damned hard." By "dying hard" he believed a better quality programme would result. "A quality programme is essential whatever organization may finally prevail."

The Executive Secretary was not willing to go as far as the President. He believed that finally there would be a very closely coordinated relationship between the University and the Education Department. There might not be integration in any complete sense of the word. But he was not sure that the Teachers Colleges would remain as such. He said there might be some new and different approach to teacher education. In any event, he believed there would eventually be two-year minimum training period for all teachers.

The Key Influentials

The members of the Minister's Committee are the top influentials who were involved in the agitation and settlement of the teacher training issue. Who amongst them were the most influential -- who were the key influentials?³⁷

In an attempt to answer this question, members of the Minister's Committee were asked to respond to three questions.³⁸ Two questions asked who the three most influential members of the Committee were and why they were so. A third question asked the Committee members to name persons not members of the Minister's Committee who exerted influence on the settlement of the issue and why they were influential.

³⁷Key influentials are those of the larger group who were the consistent leaders, those who were consistently able to use their power to maintain or disrupt the on-going political activity of the committee.

³⁸See Appendix A, Data Gathering Devices, Leadership Schedule D, 256-257.

Twelve members of the Committee were asked to respond to Leadership Schedule D. Nine responded. From the responses, it is clear that the members perceive the Director of Teacher Training and the Dean of Education to be key influentials. One received nine votes; the other received eight. The third choice received three votes. Four others received one or two votes each.

In both instances, the key influentials were so named because of their positions and their knowledgeability with respect to teacher education. Both had definite views strongly held and each was able to devote his time and attention to the problems of the Committee.

Who, outside the Minister's Committee, was influential in the settlement of the teacher training issue? The respondents to this question suggested the Acting Principal of the Teachers College in Regina who, like the Principal of the Teachers College in Saskatoon, conveyed to the Director of Teacher Training the views of his associates. The respondents referred also to three members of the Cabinet -- the Minister of Education, and his two predecessors in that portfolio. All three have a keen interest in the future of teacher education in this Province. According to the respondents, there is good reason to feel that, in addition to the wishes of the incumbent Minister, the views of his predecessors (The Premier and the Minister of Health) were to be reckoned with at the Cabinet level. The Dean of Arts and Science said,

It has been widely assumed, with or without good reason, that the two former Ministers tended to be rather sceptical about some of the proposed changes and that they were a conservative influence tending to move very slowly and cautiously in agreeing to any fundamental changes in the present situation.

Lastly, the respondents were generally agreed that the Executive Secretary of the Saskatchewan Teachers' Federation was influential. He was influential because he is the outspoken Executive Secretary of a very powerful pressure group -- the provincial Teachers' Federation.

CHAPTER IX

SUMMARY AND CONCLUSIONS

I. THE PROCESS OF DECISION-MAKING¹

Politics in this research is defined as the process of political decision-making. Political decision-making is said to consist in the making of authoritative policies. This research attempted to trace the "history" of the making of an authoritative policy by the Saskatchewan Government's Department of Education. The teacher training policy officially enacted in Saskatchewan on July 1, 1964, is authoritative in the sense that it gives rise to rules and regulations which govern the behaviour of people in the polity. The rules and regulations come under the jurisdiction of a department of government. The effectiveness of the Department of Education in applying the rules and regulations derives from all the sanctions possessed by the Government of Saskatchewan.

Political conflict is viewed as disagreement over ends and means with respect to what a given policy should be. The teacher training issue gave rise to conflict in the Department of Education. Disagreement had to do with which of two or more alternatives should be made into a policy formulation, which of two broad policy alternatives should be transmitted to officials, which of two or more policy suggestions

¹This discussion of the process of decision-making is based upon R. Agger, D. Goldrich and B. Swanson, "Politics and Power: Theoretical Considerations," Unpublished paper, University of Oregon, Eugene, Oregon, 1961. (Mimeographed.)

should be adopted, and whether officials should affirm a presently existing policy.

This study examined the use of power in the resolution of these sorts of conflict. "Effective participation in political decision-making is characterized by the successful influencing of someone by someone else."² Influence or power may take the form of coercion or persuasion. The exercise of influence is involved in power relations. The persuasion may consist in a simple statement of someone's policy preference, with others then complying, or it may consist in repeated argumentation taking place before someone's views prevail.

Power exists in politics when someone intentionally desires to make another act in a specific way where there are perceived alternative ways for the other to act. "Political power refers to intentional efforts to induce people to act in certain ways in the process of making decisions. The intention is a necessary but not sufficient condition of power. To have power, influence must be successfully exercised."³ Defined in this way, "power" is potential; when used successfully it becomes influence.

Success in persuading or coercing depends upon communication. Communication between someone and someone else in a power relationship may be classified. There is, for example, the communication of false information (manipulation); there is the communication

²Ibid., 6.

³Ibid., 6.

of correct information but only a part of it; there is the communication of the desires of the sender rather than policy information with the intent of influencing the receiver out of affection or respect for the sender or out of fear of the receiver should he disregard the desires of the sender.

This research discovered the pattern of power in the Department of Education by focussing attention on a controversial policy matter -- on a policy about which there were questions of appropriateness, utility, desirability.⁴ Power is defined as the successful exercise of intended influence in political decision-making. It is now possible to raise the question, what, in the teacher training issue, constituted the successful exercise of political power? The answer to this question lies in the examination of how persons were able to exert influence in the making of political decisions. This examination was done in terms of a study of the decision-making process as outlined by Robert Agger and others.⁵

There are six stages in political decision-making: policy formulation, policy consideration, organization of policy support, policy selection, promulgation of the authoritative decision, policy effectuation. Different sets of activities go on at each of these stages. The activities are intended, by those involved in them, to have different consequences for the political process.

Policy Formulation

The first stage of the decision-making process involves a pro-

⁴The extent to which power is involved in politics is the extent to which policy questions are controversial.

⁵Op. cit.

jection of how people ought to act in the future with respect to human and physical resources. The whole process is initiated when there is a suggestion that a specific problem can be solved or alleviated or prevented from arising by the taking of an authoritative decision. Policy formulation usually gives rise to counter formulations. If it is ever to be effected, a formulated policy must be transmitted to the appropriate authoritative decision-makers. Even when a policy formulation is "killed" before it comes up for official consideration, political decision-making has occurred, the decision being to affirm the presently existing authoritative policy.

Policy Consideration

This stage involves an appraisal and evaluation of possible policy alternatives, including the continuation of present policy. It may be engaged in by private citizens and/or public officials. At this stage, political action takes the form of discussion, viewing, reading, listening, et cetera.

To discover those who are powerful in political decision-making, it is necessary to discover who influences whom in the formulation, consideration and disposition of important policy proposals which are relevant to the government. That the action involved be widely known or publicized is not necessary. A valid picture of the power processes can be had because the actions are known to a sufficient number who have taken part in the decision-making process. Policy consideration, then, may be public or private and involve public officials and/or private citizens.

Organization of Political Support

This stage of the process involves marshalling maximum influence for a proposed policy or against a proposed policy. The actions may include assembling in meetings to plan political strategy, producing and distributing propaganda, et cetera. Depending on the issue, wide public support may be sought by various means or limited support may be sought. As few as one may be sought out and support solicited.

Policy Selection

This stage involves commitment to one rather than other policy alternatives. Various techniques may be used, singly or in combination, to make final decisions. There may be, for example, a direct vote by the public on alternatives. There may be a vote by smaller groups or a smaller group of decision-makers on alternatives. Such groups may be private or public. By dominating one or more of the stages outlined so far, private citizens can dominate the decision-making process. If a policy proposal gets to this stage in spite of the opposition of a private group, the power of selecting can still be given over by public officials to private citizens. The former give up their consitutional authority by not exercising it.

Policy Promulgation

Once the decisional outcome has been taken, the official promulgation occurs. This stage in the process involves an announcement to citizens that it is necessary to comply with the policy selected. Failure

to comply to the new policy brings government sanctions to bear on offenders. This stage may or may not be reached in a given decision-making cycle.

Policy Effectuation

This stage of the decision-making process involves the application of the selected policy to achieve its desired effects. Ordinarily at this stage the officials are administrative as opposed to legislative. This stage is important because its application may substantially change the policy from what it was intended to achieve. It may serve to set off new policy formulations -- specific or general.⁶

The use of Agger's six-stage model makes it possible to analyze the teacher training issue in a logical sequence and to show at which points in the decision-making process individuals, groups, formal organizations and government agencies entered, exerted influence and withdrew. It is possible to answer the question of who participated in the development of government policy, how the influentials operated and with what success.

W. Knill points out that these stages are not discrete or distinct, ". . . but merge into each other to the extent that some stages are

⁶Administrators may be very much involved in the political decision-making process. If their participation is effective they may share political power with others in the polity. Indeed, policy may not be selected by the workings of politics -- the exercise of power -- but rather by other considerations: selection may take place on the basis of expert advice and thus involve technical criteria. In many cases, effecting policy can only be accomplished by the technical experts.

not readily apparent. The model may be best shown as a spiral with each decision cycle leading into and affecting succeeding decisions."⁷ The stage of authoritative consideration is said by Knill to be crucial. The selection of an alternative can come about by formal or informal methods. It may take place formally within the halls of government, informally within the halls of government or it may take place informally outside the halls of government.⁸

How does one measure the influence of a given party? Power consists in affecting attitudes. Attitudes affect actions which in turn affect decisional outcomes. One who successfully influences another may reinforce, may change, or may create attitudes. The point is that, in power relations, where there is disagreement over an appropriate decision, some persons have more success than others in influencing attitudes and actions. "To measure power, one must assess the extent to which the citizenry at large, and particular categories or groups of citizens do have real access to officials."⁹

A person has "real access" to an official when he communicates

⁷"Research Strategies for Determining the Impact of Community Decision Processes on the Resolution of Educational Issues." A Paper prepared for the Research Seminar on Processes of Community Decision-Making and Change and Their Influence on Education, University of Oregon, Eugene, 1963, 11. (Mimeographed.)

⁸Knill points out that it is a myth that the administrator functions only at the stage of policy effectuation. "He has been in the political process throughout although his activities have not always been overt or visible." Ibid., 12.

⁹Agger et al, op. cit., 24.

or sends messages about matters of policy, and when his communications are received and considered. "Received" means that the sender reaches the official with a message -- physically; "considered" means that a minimal amount of attention at least has been paid to the message by the official. (Even though a person has a formal right to take part in the decision-making process, he may not have real access because of the consequences which will flow from the exercise of the right.)

The assessment of power involves calculations of the relative degree of influence exerted by officials on private citizens and vice versa as they interact in decision-making. This assessment also involves the extent to which private citizens rather than officials participate in the different stages of decision-making in arriving at a decisional outcome.

Agger and others suggest three ways in which power can be measured:¹⁰ (1) Use an indication of power, something that presumably reflects the amount of power a person has, for example, one's social status. (2) Ask presumably knowledgeable people to estimate the power of others (a panel of experts). (3) Ask people directly to indicate how powerful they are. In this study, power was measured by using informants and self-estimates. Also, one's power was inferred from the way he acted in power relations. His actions were described by himself and others. His actions are also recorded in minutes, memos, et cetera.

¹⁰Ibid.

II. AN ANALYSIS OF THE TEACHER TRAINING ISSUE AS A PROCESS OF DECISION-MAKING

This study set out to examine the pattern of influence in those stages of the decision-making process which culminate in a decisional outcome, that is, in the first four stages. The official decision-maker was the Minister of Education. Of course, once he supported a given alternative, it was necessary for him to gain the Cabinet's approval for the new policy. The Minister based his own decision on the recommendation of a committee set up by himself to consider the problem of teacher training and make a recommendation. What the Minister did, in effect, was to define a "battleground" wherein specific parties carried on a conflict according to accepted "ground rules" on how teacher training policy should be developed. The Minister more or less committed himself to acceptance of the consensus that grew out of the conflict. As the conflict developed, there appeared to be finally two parties to the dispute and two alternatives. The representatives of the University of Saskatchewan and of the Saskatchewan Teachers' Federation, and some of the representatives of the Department of Education supported a policy of integration. The representatives of the Saskatchewan School Trustees' Association and some of the representatives of the Education Department opposed integration and supported a policy of affiliation. There was a time during the negotiations when it seemed the anti-integration forces had won. The Cabinet appeared to be unable to accept a policy of integration. The Minister's Committee decided

to support the integration alternative by a vote. The Trustees' Association did not vote for integration. Their opposition was overcome and they were forced to accept integration when the Minister of Education finally convinced the Cabinet to ratify the policy of integration.

Policy Formulation

The Minister of Education in 1956 invited six interested organizations to work together on a committee and recommend feasible teacher training policy alternatives. On the committee were representatives of the Department of Education, the University of Saskatchewan, the Teachers' Federation, the Trustees' Association, the Saskatchewan Federation of Home and School Associations and the provincial Superintendents of Schools Association. This committee functioned for over a year and presented an interim report to the Minister of Education. The report outlined three policy alternatives and left it to the Minister to decide which should become the policy. The report was never acted upon by the Minister of Education. The Director of Teacher Training at the time adamantly opposed integration; the Dean of Education and the President of the University as adamantly opposed the "federated college" alternative proposed by the Director of Teacher Training. The Minister seemed unable to make a decision. No consensus had been achieved in the Committee on which he could act.

In the spring of 1962 another Minister's Committee was formed to reconsider the problem of teacher training and to recommend, not possible alternatives, but the policy, so to speak. This second Minister's

Committee was made up of representatives of fewer organizations than the first. On it were representatives of the University, the Education Department, the Teachers' Federation and the Trustees' Association. This Committee, over a period extending from spring, 1962 until summer, 1964 was able to carry on successful negotiations. On July 1, 1964, a new teacher training policy based on the recommendations of the second Minister's Committee came into effect.

The Minister of Education took the initiative in policy formulation through his Director of Teacher Training. Through the Minister's Committee he made possible counter formulations. The Minister provided access to himself by partisans with divergent views. By means of conflict in the committee the Minister sought to achieve a consensus -- a compromise that was acceptable to all the parties to the issue and one that could be placed before the Cabinet for approval.

Policy Consideration

Alternative policy proposals were considered at a number of meetings and sub-committee meetings of the Minister's Committee. In this stage of the decision-making process a number of possible alternatives were appraised and evaluated. This stage was engaged in by public officials and officials of organizations invited to settle the problem by the Minister. This latter groups can be considered to be private citizens -- private in the sense that they are not public officials.

The political action at this stage took the form of reading, listening, viewing, discussing. The importance of a mechanism like

the Minister's Committee in allowing for the settlement of an issue appears to lie in the possibility of improved communication amongst contending parties. The establishment of a committee of this sort can be considered an "investment in improved knowledge" - - "an investment in improved communication." Evidently it was assumed that the ability to reach a negotiated settlement on the most mutually advantageous terms is a function of the ability of parties to communicate.

The representatives of the Education Department played a key role at this stage of the process by providing much relevant information concerning projected teacher needs in Saskatchewan.

The majority of committee members spent their major effort trying to convince the representatives of the Trustees' Association and some representatives of the Department of Education that integration was the desirable alternative. The Trustees held out long enough to gain some important concessions from the University of Saskatchewan: a reappraisal of the content of the teacher education programme to be provided in an integrated establishment, and the right of the Education Department to make special grants directly available to the integrated College of Education for special projects and programmes.

Organization of Policy Support

The Teachers' Federation was the most active of the parties in organizing support for the policy of integration. They sought to be persuasive not only at formal committee meetings but also in private meetings with the Trustees. They made formal presentations to the

Minister of Education and his Department in the form of briefs; they also presented briefs to the Cabinet and urged the Cabinet to initiate the integration policy. When for a time it appeared that the anti-integration forces were about to win and the Cabinet was indecisive, the Teachers' Federation prepared to carry on a propaganda campaign across the length and breadth of the province in order to build up support at the "grass roots" level for a policy of integration. They carefully planned to use mass media to muster support for their cause.

The Trustees' Association waged a campaign in support of the affiliation alternative, but it was not as vigorous as that waged by the Teachers' Federation. The Trustees centred their activities chiefly on the membership of the Trustees' Association. Support was sought by the executive of the Association through zone meetings and through the official magazine, The School Trustee. Also, the Trustees' Association presented briefs to the Minister of Education and his Department.

The University of Saskatchewan sought public support through the office of the President and that of the Dean of Education. Both the President and the Dean made reference in public speeches to the wisdom of a policy of integration. Both through their offices gained access to the Minister of Education and formally and informally urged the adoption of a policy of integration.

Representatives of the Education Department stressed their formal role in the settlement of the issue and worked through the Committee. The Director of Teacher Training was a key influential. He appears to have been the main actor for two reasons: he was the Chairman of the

Committee but he was a chairman with a definite point of view. He favoured an integration policy. Secondly, he was appointed as Director of Teacher Training with his first major task, according to the Minister who had him appointed, being to settle the issue. As Director of Teacher Training, this person had easy access to the Minister.

Policy Selection

The policy finally recommended to the Minister of Education was a compromise. The University of Saskatchewan made major concessions in order to get all teacher training on the campuses of the University. The Education Department made major concessions too. The Teachers' Federation appeared to lose nothing by supporting the compromise. The Trustees' Association was forced to accept the compromise. They were unsuccessful in their attempt to dominate the decision-making process. This is not to say they did not have an important influence on the final compromise.

The Teachers' Federation, the University of Saskatchewan and the Department of Education did dominate the decision-making process because they appeared able to make a shared end the basis of the choice among the conflicting ends. In other words, they engaged finally in a cooperative search for that settlement implied by an end they agreed ought to be decisive: the end of a unified teacher training programme, one that made the best use of the resources available in the province for the training of teachers. In the negotiations, these three parties were finally willing to compromise and did in order to gain a settlement.

Authoritative consideration was given the Committee's recommendation by the Cabinet and it was accepted by the Cabinet as the basis for a new teacher training policy. It seems the Cabinet was not easily persuaded to accept as best the integration alternative. It took them some months to agree to ratify the policy.

Policy Promulgation

The Minister of Education and the President of the University of Saskatchewan made a joint announcement to the public on Monday, November 23, 1963. They announced that the report of the Minister's Committee to the Cabinet and to the University Board of Governors and Senate had been approved in principle by both institutions and that, after July 1, 1964, a new policy would govern teacher education in the province of Saskatchewan.

The President of the School Trustees' Association, speaking to the Association in convention in Saskatoon in April, 1964, had this to say about the new policy:¹¹

It is with reluctance that we accepted the report of the Minister's Committee on Professional Educational Development. Nevertheless, we felt we could not continue to stand in the way of a program that had the support of all the parties involved, that is Government, the University and the S. T. F.

Policy Effectuation

This stage of the decision-making process is not a part of this study. It is a stage that involves the application of the new policy by

¹¹See "President's Address," The School Trustee (April, 1964), 6.

administrative as opposed to legislative officials

The study of the teacher training issue suggests that non-governmental organizations were influential in the development of a government policy. However, only those organizations invited to take part in the agitation and settlement of the issue in fact exercised power. Thus one can say that only persons and organizations invited, as members of the Minister's Committee, were influential. Civil servants and representatives of three non-governmental formal organizations entered into the process of decision-making and exerted influence. This research suggests that only those invited by the Minister of Education to be members of the Minister's Committee were influential -- either formally or informally.

These "influentials" carried on their conflict and achieved consensus chiefly through the formal channel of the Minister's Committee. They did, however, seek to influence one another by informal means. For example, representatives of the Teachers' Federation met privately and informally with representatives of the Trustees' Association. Note the important informal access the Dean of Education and the President of the University had to the Minister of Education -- through private correspondence and private unofficial meetings. Note the rather close relationship of the Dean of Education with the Executive of the Teachers' Federation. This appears to have been an informal contact of considerable import. (The Dean wished, from time to time, that just such a close relationship had existed between himself and the executive of the Trustees' Association.)

The members of the Department of Education were in important positions because of their proximity to the Minister of Education, and for that matter to other Cabinet Ministers as well. The Director of Teacher Training was especially close to the Minister. Note that the Minister had the Director of Teacher Training appointed to the position by Order-in-Council; he assigned the Director the task of concluding satisfactorily the negotiations on teacher training policy.

This research suggests that the influentials operated only in legitimate ways in the agitation and settlement of the teacher training issue. Basically they carried on the negotiations in the Minister's Committee -- the mechanism set up to provide for the settlement of the issue. There appears to have been no exercise of power from without by a power elite not directly connected in a legitimate way to the provincial institutions of government and education.

The Cabinet was the decisive factor in the settlement of the issue. The opposition to the policy recommended by the Minister of Education to his colleagues in the Cabinet, by some of the Cabinet Ministers, was indeed a legitimate kind of opposition. It is, of course, the Cabinet's right to reject or ratify any proposed policy in whatever governmental field.

When the Cabinet finally ratified the new teacher training policy a political decision took place. It took place because of formal and informal activity within the halls of government. The decision-making process was not affected because of the exercise of power from outside the halls of government.

III. DEMOCRATIC POLICY-MAKING IN EDUCATION

Democracy as a political ideology is characterized by two important strands of thought. The two traditions are liberty and equality. Locke and Rousseau are the intellectual ancestors of these two related traditions. John Locke and the English Revolution of 1688 contributed to the democratic tradition the principle of freedom for minorities together with a constitutional system to protect and regulate that freedom. One of Locke's basic assumptions was that government is, in a sense, superficial compared to the society of which it is the "coercive" arm. Because society provides an underlying moral structure that states support but do not create, then governments must act within constitutional limits. This implies that society harbours many relationships, many groups and associations, each pursuing its own interests, subject only to the amount of control needed to protect the "public interest."

The object of the French Revolution, on the other hand, was to provide a uniform citizenship giving equal political rights and imposing equal political obligations on everyone. The national state was to be supreme over other forms of social organization. Jean Rousseau argued that the claims of the state upon a citizen, and the area in which the state can act are not, as Locke suggested, limited. According to Rousseau, private associations of citizens are inimical to the public interest. Thus, a democratic society is one in which nothing stands between man and the state. (This version of democracy is not

incompatible with absolute government so long as absolutism can claim to speak for "the people.")

It follows from Locke's concept of liberty that the exercise of authority is consequent upon deliberation. In marginal cases it may be coercive. It means that a democratic society is made up of diverse interests and groups with power to protect their interests. Democratic politics, then, is contentions within limits. Policy develops out of negotiation and mutual adjustment. Thus, it seems clear, ". . . the political institutions of a democratic society are primarily organs for keeping open the channels of communication upon which consultation and negotiation depend, or for creating channels of communication where none exist."¹²

The government is an organization that controls all the people within its geographical limits. As an organization that controls us, it differs in important respects from other organizations that control us: the government controls more people than any other organization; it exercises a control that is superior to that exercised by other organizations. Other organizations must give way to the government, in the final analysis, because the government exists to allocate scarce resources in the accomplishment of purposes generally accepted by society as necessary. Government officials have been set aside, so to speak, to implement major aims of society. To do so they have been clothed with authority -- the prerogatives of government. These officials have

¹²G. H. Sabine, "The Two Democratic Traditions," Philosophical Review, 61, 1952, 470.

been given the right and the authority to make decisions which shape and alter the lives of numerous others.

We may now ask, can it be said that decision-making in a department of government is democratic? More specifically, can it be said that decision-making in the Department of Education in Saskatchewan is democratic? Because the Education Department as an administrative system has grown in size and complexity, the decision-making tasks have become so difficult that legislators have given them up at certain levels. The control legislators exercise has become general rather than specific. In the development of the teacher training policy in Saskatchewan, the Minister of Education and the Cabinet looked to "technical experts" for advice.

Furthermore, because, presumably, those in the government recognize the pluralistic nature of our society, pressure groups were allowed to affect the decision-making process. Certain organizations, with a specific interest in the teacher training issue, were allowed to exert pressure in an attempt to influence the final decision by the Minister of Education and the Cabinet. The official decision-makers, in other words, were prepared to react to pressures and develop a policy on the basis of the conflict and consensus which surrounded and grew out of the teacher training issue.

The use of a device such as a Minister's Committee suggests that the official decision-makers assume that the state is just one of a number of political institutions and that the political relationship

between various organizations is therefore one of conflict and consensus. In this case, specific organizations were allowed to act as sources of restriction on the government. They served as channels for involving people in politics. The University, the Teachers' Federation, the Department of Education and the Trustees' Association can be viewed as mechanisms for creating and maintaining consensus -- the kind of consensus necessary for a democratic society. These organizations were able to combat the government as the one centre of power. (The process of conflict and consensus limits the government's power. The need to achieve consensus allows for the peaceful "play" of power.) The Minister's Committee was a device for opening and keeping open a channel of communication between those parties most concerned with teacher training. As a channel of communication, it allowed for consultation, negotiation and the achievement of consensus. The consensus achieved became the new teacher training policy.

The point that has been made so far is this: the operation of democratic politics in the field of educational administration depends upon consultation and compromise where an issue exists, upon conflict and consensus. If democratic politics is to be a reality, there need to be confrontations of interest groups. The confrontations must be characterized by both freedom and equality. That is to say, the conflict should occur between equally powerful groups mutually respecting each other. The problem is that no organization within the state may be strong enough to oppose the government. This suggests that the role of the government should be to provide the arena in which the

conflict occurs and out of which the consensus develops. The skills of the professional politicians, in other words, are needed to adjudicate the differences of interest groups. The problem does not appear to be one of controlling a hidden minority, but rather, the task is to create the conditions for consensus and effective decision-making.

In the Saskatchewan Department of Education, and with respect to the teacher training issue and the development of teacher training policy, the use of the Minister's Committee provided a device wherein organizational elites were able to compete and bargain in order to enhance political consensus and effective province-wide decision-making. Through this device, elected officials were able to operate as effective brokers of competing and conflicting interest groups. The question is, did they?

It seems clear in this study that the Minister of Education provided the conditions required for the making of a policy decision involving "outside" interests. In doing so, he appears to have accepted the view that a policy should be framed by the interests affected and not exclusively by the political head or his agents. He made it possible for the affected interests to work out for themselves, so to speak, the "best" solution -- a compromise. The Minister tried to insure that all principally affected interests were represented in the settlement of the issue, that the "general public" was not completely disregarded, and that no interest suffered unduly in the outcome.

However, the study also suggests that public officials were crucial

in the decisional outcome because, with respect to the decisional outcome and what it might be, they had very definite views. This is especially true of the Director of Teacher Training as a public official. In the second Minister's Committee he was the most influential person involved because he was committed to a policy of integration, and because of him the Minister was biased toward integration.

What is the role of administrators in policy development? The decisional outcome in this case suggests that the administrators (chiefly the public officials but also administrators of "private" organizations) not only implement policy but are crucial in the making of policy. It suggests that the administration of education in Saskatchewan on issues province-wide in scope has become so complex that only the administrators comprehend its purpose and its operation. Thus it is necessary for politicians, the representatives of the polity, to generalize their policy-making responsibilities.

This study suggests not only the crucial importance of administrators in policy-making but also the inability of organizational elites to create the conditions required for making decisions jointly on matters of common concern. This fact means that public officials at the "administrator level" become more than brokers amongst competing interests, they become themselves an elite, able to declare in fact what the policy shall be, to determine the nature of the consensus arising out of conflict amongst organizations over a policy issue.¹³

¹³For a discussion of this trend in education see J. Walton, Administration and Policy-Making in Education (Baltimore: Johns Hopkins Press, 1959), Ch. 2.

Because this research did not undertake an examination of the policy effectuation phase of the decision-making process, it is important to ask what the impact of the administrators -- the professionals -- is on the nature of the policy in its final form at the operative level. How did they affect the policy by putting it into effect?

The teacher training issue and its settlement provide for an examination of but one decision-making process and decisional outcome. Thus it is necessary that other issues be studied in the Department of Education for comparative purposes. It is necessary to ask, how are issues settled in other Departments of Education? In other departments of government? In private organizations as opposed to public organizations? This is but one study of a number that must be done if any generalizations are ever to be made with respect to how decisions are made, how public policy in fact develops.

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APPENDIX A

DATA GATHERING DEVICES

Data Gathering Device 1

UNIVERSITY OF ALBERTA

Division of Educational Administration

Research Project

LEADERSHIP SCHEDULE A

At the present time, and during the recent past, the Department of Education in Saskatchewan has been considering changing the policy which governs teacher training in the Province. Please name persons, organizations, and associations which you believe have been and are exerting influence on the development of this policy.

Write names in below:

Data Gathering Device 2

UNIVERSITY OF ALBERTA

Division of Educational Administration

Research Project

LEADERSHIP SCHEDULE B*

Rater: Below are the names of individuals who have influenced the development of teacher training policy in the Department of Education in Saskatchewan. Please rate them as more or less influential in initiating, supporting or blocking actions which have affected teacher training policy. Add names you think should be on the list but are not. Rate them, too.

Names of Individuals	Most Influential (check 1, 2, or 3)	Least Influential
_____	<div><div>1</div><div>2</div><div>3</div></div>	<div><div></div><div></div><div></div></div>
_____	<div><div>1</div><div>2</div><div>3</div></div>	<div><div></div><div></div><div></div></div>
_____	<div><div>1</div><div>2</div><div>3</div></div>	<div><div></div><div></div><div></div></div>
Added Names		
_____	<div><div>1</div><div>2</div><div>3</div></div>	<div><div></div><div></div><div></div></div>

*An identical device will be used for the rating of organizations and associations.

Data Gathering Device 3

UNIVERSITY OF ALBERTA

Division of Educational Administration

Research Project

INTERVIEW SCHEDULE C

On the basis of a number of contacts I have had with various persons, you were mentioned as one who is interested in the issue of teacher training now facing the Saskatchewan Department of Education.

1. Have you been actively involved in the issue of teacher training in Saskatchewan?
Yes_____ No_____
2. How did your involvement in the issue come about? When did you first become interested in this issue?
3. In your opinion, what are the problems involved in the issue of teacher training which the officials of the Department of Education see?
4. In your opinion, what are the problems involved in the issue of teacher training which you personally see?
- 5.1 If you were in a position to influence decisively a particular policy decision relating to teacher training in Saskatchewan, what would your policy be?
- 5.2 Have you held this point-of-view all along? If not, how does your present view differ from your former view?
- 5.3 What other group or groups do you think support (would support) such a view as your present one?
- 5.4 Specifically why do you recommend this decision (the one you would take if you were responsible)?
- 5.5 In your judgement, what more general advantages may derive from this decision?

5.6 How would this decision, if it were taken, affect the various groups that are keenly interested in the issue of teacher training?

6.1 In general, what has been the nature of your activities as you have attempted to influence the final decision on teacher training policy? (What has been your role in this issue?)

6.2 In general, how would you evaluate the effectiveness of your efforts in this connexion?

Check a number:

Least effective

Most effective

1 2 3 4 5 6 7

7.1 In your opinion, what groups other than the Department of Education are interested in this issue?

7.2 What policy-decision does each of the groups you have mentioned support? For what reasons?

7.3 In your opinion, what more general advantages does each group expect to derive from the policy decision each supports?

8.1 In general, what has been the nature of the activities of each group as each has sought to influence the final decision? (What role has each of the groups you mentioned played in this issue?)

8.2 In general, how would you evaluate the effectiveness of each group in their efforts in this connexion? (Provide check-off cards as in 6.2 above. On each card there will be space to place the name of the group being evaluated.)

9. Now, considering the alternative policy decisions you and other groups would like to implement, what, in your opinion, is the best compromise of the differing views as far as the provincial system of education is concerned?

10. In your judgement, what will be the final solution to the problem? Why?

11. Are you, at the present time, involved in the settlement of some other issue (issues) in addition to the teacher training issue?
Please explain:

12. Comments:

Data Gathering Device 4

St. Stephen's College
Edmonton, Alberta
2 August, 1963.

At the present time I am involved in a research project. The successful completion of it will help me to fulfill, partially, the requirements for the Doctor of Philosophy degree at the University of Alberta.

I am interested in the question of teacher training in Saskatchewan which is now facing the Provincial Department of Education. More specifically, I am interested in tracing the development of the teacher training policy to date.

You can assist me by completing the enclosed sheet and returning it to me in the enclosed self-addressed envelope. Please send it back at your earliest convenience.

Thank you for being helpful.

Yours sincerely,

Ian E. Housego
(Graduate Student,
University of Alberta)

UNIVERSITY OF ALBERTA
Division of Educational Administration
Research Project

LEADERSHIP SCHEDULE D

As you know, there exists a committee set up by the Minister of Education during the summer of 1962. The purpose of this Minister's Committee is to study and make recommendations with respect to the structure and content of teacher education in Saskatchewan.

Below is a list of persons each of whom is involved in the settlement of the teacher training issue as a member of the Minister's Committee.

1. PLEASE NAME THREE OF THE PERSONS LISTED AS THE THREE YOU BELIEVE TO BE THE MOST INFLUENTIAL IN THE DELIBERATIONS OF THE COMMITTEE. (The persons you name may be either facilitating the development of policy or blocking the development of policy. What matters is that they are influencing in an important way considerations with respect to policy development.)
2. PLEASE INDICATE BRIEFLY WHY YOU BELIEVE EACH OF THE THREE TO BE MOST INFLUENTIAL.
3. ARE THERE ANY OTHER PERSONS NOT MEMBERS OF THE MINISTER'S COMMITTEE WHO ARE EXERTING INFLUENCE ON THE SETTLEMENT OF THE TEACHER TRAINING ISSUE? IF SO, WHO ARE THEY? WHY ARE THEY INFLUENTIAL?

NOTE: It will help me considerably if you sign your name to this sheet. In asking you to do so, I promise to insure your anonymity in the use of the information you provide. In any case, please provide the information requested whether you sign your name or not.

PLEASE PLACE YOUR RESPONSE ON THE REVERSE SIDE OF THIS SHEET.

The members of the Minister's Committee are:

(1) from the Department of Education:

The Acting Deputy Minister (until June 8, 1963)
The Director of Teacher Training
The Assistant Deputy Minister
The Director of Curricula
The Teachers College Principal, Saskatoon

(2) from the University of Saskatchewan:

The President
The Vice-President (Administration)
The Dean of Arts and Science
The Principal, Regina College
The Dean of Education

(3) from the Saskatchewan Teachers' Federation:

The Assistant Executive Secretary
The President

(4) from the Saskatchewan School Trustees' Association:

The Executive Secretary
The President

APPENDIX B

ORDINANCES OF THE NORTHWEST TERRITORIES,
AN ORDINANCE RESPECTING SCHOOLS,
CHAPTER 29, 1901

Ordinances of the Northwest Territories passed in the third session of the fourth Legislative Assembly, May 2nd to June 12th, 1901. Excerpts from Chapter 29, "An Ordinance Respecting Schools," assented to June 12, 1901.

Department of Education

Organization

3. There shall be a department of the public service of the Territories called the Department of Education over which the member of the Executive Council appointed by the Lieutenant Governor in Council under the seal of the Territories to discharge the functions of the Commissioner of Education for the time being shall preside.

(2) The Lieutenant Governor in Council may appoint such officers, clerks and servants as are required for the proper conduct of the business of the department and for the purposes of this Ordinance all of whom shall hold office during pleasure.

Functions

4. The department shall have the control and management of all kindergarten schools, public and separate schools, normal schools, teachers' institutes and the education of the deaf, deafmute and blind persons.

Administration

5. The commissioner shall have the administration, control and management of the department and shall oversee and direct the officers, clerks and servants thereof.

Regulations of the Department

6. The commissioner with the approval of the Lieutenant Governor in Council shall have power

1. To make regulations of the department -

Schools and courses of study

(a) For the classification, organization, government, examination and inspection of all schools hereinbefore mentioned;

School buildings and grounds

(b) For the construction furnishing and care of school buildings and the arrangement of school premises;

Examination of teachers	(c) For the examination, licensing and grading of teachers and for the examination of persons who may desire to enter professions or who may wish certificates of having completed courses of study in any school;
----------------------------	--

Teachers' Institutes	(d) For a teachers' reading course and teachers' institutes and conventions;
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Textbooks and Apparatus	2. To authorize text and reference books for the use of the pupils and teachers in all schools herein- before mentioned as well as such maps, globes, charts and other apparatus or equipment as may be required for giving proper instruction in such schools;
----------------------------	---

School Libraries	3. To prepare a list of books suitable for school libraries and to make regulations for the management of such libraries;
---------------------	---

Normal Schools	4. To make due provision for the training of teachers.
-------------------	--

Powers of the Commissioner

Powers of Commission	7. It shall be the duty of the commissioner and he shall have power:
-------------------------	--

Appeals, disputes, complaints	1. To appoint one or more persons to inquire into and report upon any appeal, complaint or dispute arising from the decision of any board or inspector or other school official or upon the condition of one or more schools or upon the financial condition of any district or upon any other school matter; and such person or persons shall have power to take evidence under oath or by affirmation; and the commissioner upon receipt of such report shall make such order thereon as to him shall seem proper;
-------------------------------------	--

	2. To appoint an official trustee to conduct the affairs of any district; and any such official trustee shall have all the powers and authorities conferred by this Ordinance upon a board and its officers; and shall be remunerated out of the funds of the district or otherwise as the Lieutenant Governor in Council may decide, and upon the appointment of any such official trustee the board of any district for which he is appointed shall cease to hold office as such;
--	---

3. To appoint some person to inquire into and report upon the conditions existing in any portion of the Territories that may not have been erected into a school district and subject to the provisions of this Ordinance in that behalf to take such action thereon as to him may seem expedient; and such person shall receive such remuneration as the Lieutenant Governor in Council may determine;

Cancel
certificates

4. To suspend or cancel for cause any certificate granted under the regulations of the department;

Advice to
trustees

5. To cause to be prepared and printed recommendations and advice on the management of schools and districts for trustees and teachers;

Forms

6. To prepare suitable forms and give such instructions as may be necessary for making all reports and carrying out the provisions of this Ordinance;

Call
meetings

7. To appoint some person to call any school meeting required to be held under this Ordinance when there is no person authorised to call such meeting or when the person so authorised neglects or refuses to act;

Plan for
schools

8. To cause to be prepared plans of buildings suitable for schools of one or two rooms;

Annual
report

9. To report annually to the Lieutenant Governor in Council upon all schools and institutes herein mentioned with such statements and suggestions for promoting education generally as he may deem expedient;

10. To make any provision not inconsistent with this Ordinance that may be necessary to meet exigencies under its operation.

C.O., c.75, ss. 6, 7, 8, 9, 10.

Educational Council

Members

8. There shall be an educational council consisting of five persons at least two of whom shall be Roman Catholics to be appointed by the Lieutenant Governor in Council; who shall receive such remuneration as the Lieutenant Governor in Council shall determine.

Term of
office

(2) On the first constitution of the council three of the members shall be appointed for three years and two for two years; and thereafter each member appointed shall hold office for two years. C.O., c. 75, s. 4.

Meetings

9. An annual meeting of the council shall be held in the month of July at such time and place as the commissioner shall appoint.

(2) Additional meetings of the council may be called at any time by the commissioner.

(3) At each meeting of the council the council shall appoint a chairman and a secretary.

Subjects for
consideration

10. All general regulations respecting the inspection of schools, the examination, training, licensing and grading of teachers, course of study, teachers' institutes and text and reference books shall before being adopted or amended be referred to the council for its discussion and report. C.O., c. 75, s. 4(2).

11. The council shall consider such matters as may be referred to it as hereinbefore provided or by the commissioner and may also consider any question concerning the educational system of the Territories as to it may seem fit and shall report thereon to the Lieutenant Governor in Council.
(pp. 201-204)

APPENDIX C

ORGANIZATIONAL PATTERNS WHICH MIGHT BE SUITABLE TO SASKATCHEWAN

(Part IV of the "Interim Report
of the Committee on the Organization
and Content of Teacher Education,"
pp. 11-23).

Organizational Pattern which might be suitable to Saskatchewan

1. Administration by the Public Authority

This would involve a new degree-granting institution in the Province. The committee considered that it would not be profitable to devote time to so unlikely a development at the present time, and so this alternative was not extensively studied.

2. Administration by the University with a co-ordinating Committee

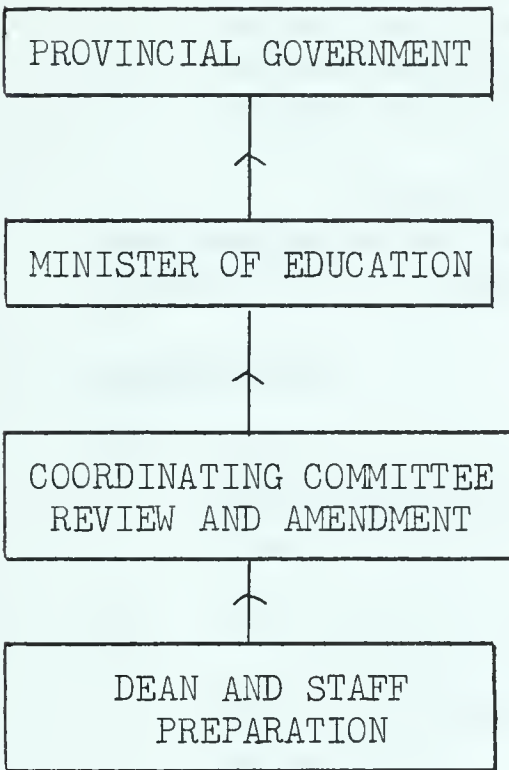
If this form of administration were adopted, the committee would make the following recommendations:

- (1) The co-ordinating committee should consist of representatives of the Department of Education, the University, the Saskatchewan Teachers' Federation and the Saskatchewan School Trustees' Association.
- (2) Appointments should be made by the University, but when appointing College of Education staff personnel, such committee should include, in addition to the Deputy Minister of Education, two members of the co-ordinating committee who must be representatives of the Department of Education.
- (3) Curricula proposals or changes should go from the faculty to the co-ordinating committee; thence to the University Council and then to the Senate. Curricular proposals originating with the co-ordinating committee should be referred to the faculty for a report.

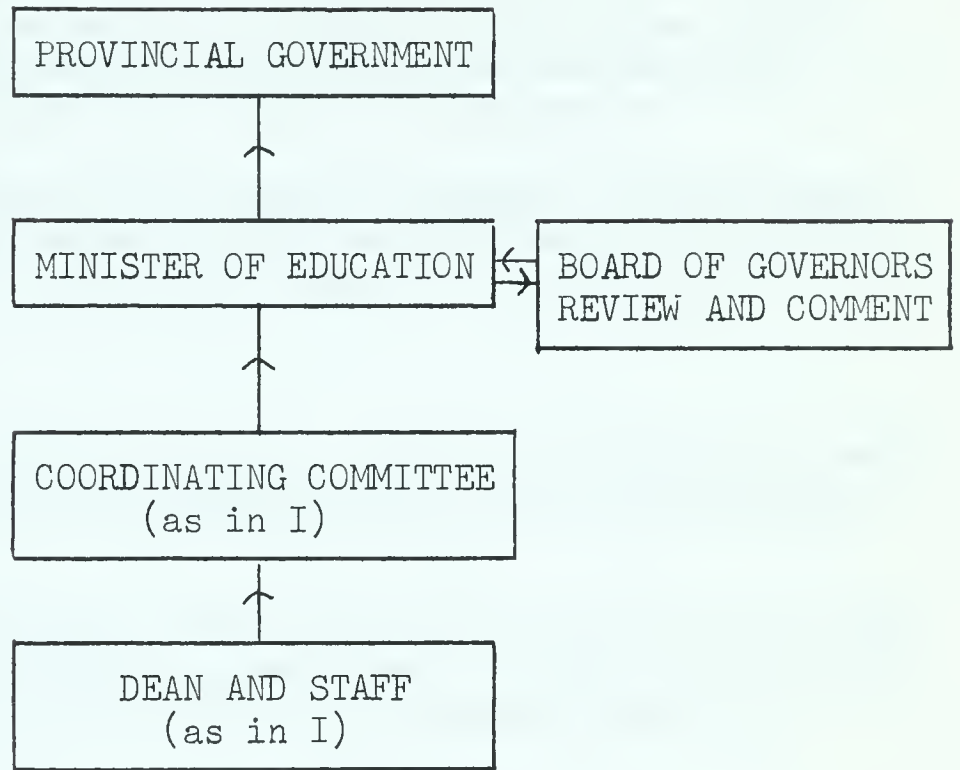
A suggestion that the curricular proposals might be referred to the Minister of Education before being sent to the University Council and the Senate was left to be discussed during the stage of negotiations between the University and the Department of Education.

- (4) The certification of teachers would not be the concern of the University.
- (5) The method of preparing and presenting the budget should be determined during the negotiations between the University and the Department. Four possibilities are diagrammed below:

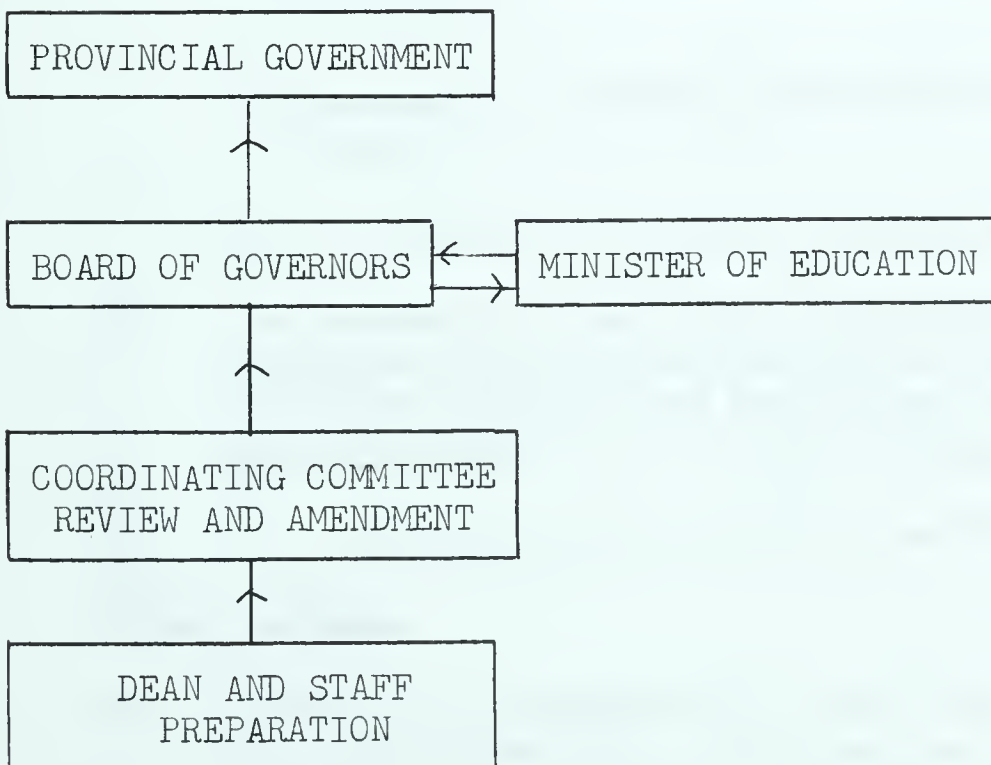
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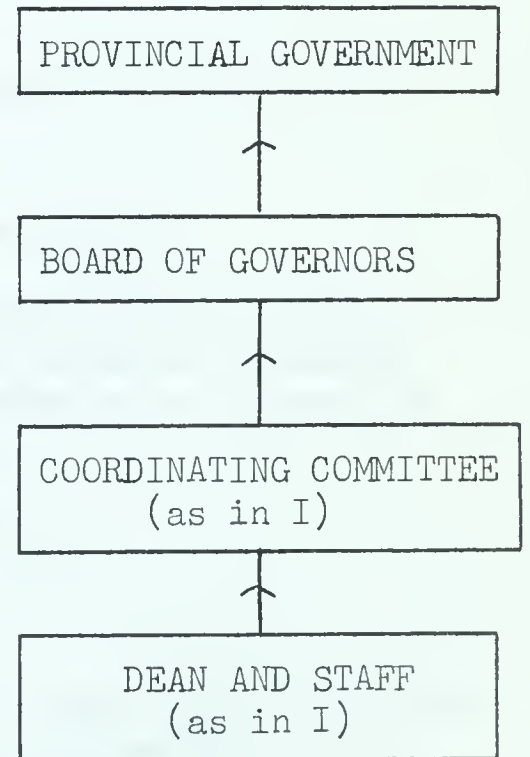
II.



III.



IV.



The essential difference between I and II on one hand and III and IV on the other is that the first two methods provide a segregated budget for the College of Education, whereas in the latter two methods the College of Education budget is included in the budget of the university and would be subject to alteration by the Board of Governors.

It was decided to list some advantages, disadvantages and problems incidental to the various possible forms of integrated organization. Those for university administration follow:

Advantages

- (1) Unification of control of teacher education should bring gains from the point of view of administration and the planning of programmes.
- (2) The teaching profession should benefit by increased prestige as a result of placing the preparation of teachers on exactly the same basis as that of other professions within the university.
- (3) Students preparing for teaching should derive considerable advantage from close association with the university from the point of view of:
 - (a) physical resources such as laboratory and library facilities;
 - (b) personnel, including both staff resources and student contacts;
 - (c) the variety of academic courses available.
- (4) University administration should overcome the present problem of the second year course for students attending Teachers Colleges and should encourage more students to proceed beyond one year of training.
- (5) The university offers graduate facilities.

Disadvantages

- (1) There is a possibility that a one-year programme would not be as effective when placed in a four-year setting. It is likely that the one-year programme would suffer by comparison with the two- and four-year programmes.

- (2) There would be a temporary shortage of teachers if considerable numbers of teachers were encouraged to complete two or four years of training.
- (3) There would be detrimental effects upon practice teaching if the present Teachers College programme were placed on the University where an entirely successful pattern for block practice teaching within the regular school term has not yet been achieved.
- (4) There would be a difficulty in integrating successfully a one-year programme with a four-year programme.

Problems

- (1) If the co-ordinating committee were to have only advisory powers, it might not properly reflect the legitimate interests of the public authority.
- (2) If identical entrance requirements were adopted for all students entering teacher education, there would be a temporary reduction in teacher supply.
- (3) What would be the effect upon the College of Education of possibly admitting a large number of one-year students, many of whom would not meet university entrance requirements?
- (4) The problem of the present length of the university year as compared with that of Teachers College.
- (5) The effect of higher tuition fees at the University as compared with those of Teachers College.
- (6) The problem of block practice teaching and facilities for carrying on practice teaching during the regular term.
- (7) The problem of the fitting in and the adequate utilization of the present Teachers College staff.
- (8) The possible inelasticity of the university in respect to course offerings and teaching techniques, particularly if instruction for student teachers is to be provided by both Education and Arts and Science Faculty members.

- (9) There is a problem as to whether the university has a great awareness of, and close contact with, actual classroom conditions throughout the Province as appears to be the case at present with Teachers College. This raises the whole question of relations between Teachers College staff and Superintendents, the responsibility of staff for field work, and the need, in any new arrangement, for establishing a framework which would maintain close and effective liaison among the field staff, the trustees and those initially preparing teachers.
- (10) The extent to which the Public Authority, which has ultimate responsibility for the quality of the product, might wish to place control of the budget in the hands of the university.
- (11) How can adequacy of budget for teacher education be assured under university administration?
- (12) The problem of how curricula for teacher education should be developed and controlled.
- (13) The problem of how staff appointments for teacher education should be made under university administration.
- (14) The provision of a building which would be necessary to provide close contact between students and faculty.

3. The Federated College

The plan set out below presents a pattern for a federated college at the University of Saskatchewan.

- (1) It is set up by statute.
- (2) It has an independent Board of Governors which may or may not include university representatives.

The Committee suggested representation as follows:

Dean or Principal	- <u>ex officio</u>
Deputy Minister	- <u>ex officio</u>
President of the University	- <u>ex officio</u>
University Faculty member	- appointed
S. T. F. representative	- appointed
S. S. T. A. representative	- appointed

Other members to a maximum of five appointed by the Lieutenant-Governor-in-Council, one of whom should be the chairman.

The Board would control all the business and academic affairs of the college, including the following: provision of a building; appointments; provision and control of operating expenses; the transmission of curricular proposals to the University Council; the preparation and presentation of the budget to the Minister of Education.

The University would probably provide a site on the campus. Heat, power, water, custodial services, maintenance services, purchasing and accounting services might be obtained from the University for an appropriate fee.

- (3) It is federated with the University by agreement made between the two Boards of Governors. The usual university conditions are:
- (a) The University must be satisfied with the quality of staff.
 - (b) All credit courses must be approved by the University Council.
 - (c) Members of the College staff are members of the appropriate faculties and departments.
 - (d) Students of other colleges are permitted to attend classes given by the College staff.
 - (e) The University would probably insist that the salary scale be the same as that of the University.
 - (f) The University registers all students, grants degrees, keeps student records, retains the registration fee of all students and the laboratory fee for all students taking laboratory classes.
 - (g) College students would be served by the University health services programme and pay the fee.
 - (h) College students would participate in the general programme of student activities and pay the general student fee.

The general financial basis for federation is that the federated college either provides sufficient instructional service to the university to balance the tuition provided for its students or pays an agreed share of the student fees to the university.

Advantages

- (1) Independent control of facilities and finances.
- (2) Probability of a greater degree of flexibility in its instructional programme than if it were a university college.
- (3) Greater prestige than if it were organized off the campus.
- (4) Unification of control of teacher education should bring gains from the point of view of administration and the planning of programmes.
- (5) Advantages to the students from close association with the University from the point of view of:
 - (a) Physical resources such as laboratory and library facilities.
 - (b) Personnel, including both staff resources and student contacts.
 - (c) The variety of academic courses available.
- (6) Solution of the present problem of the second year of training from the point of view of both staff and students. More students might proceed to degree work.
- (7) Greater facilities for graduate work and possibly research.

Disadvantages

- (1) From the point of view of the University, the College would have a status different from other professional colleges on the campus.
- (2) There might be a danger to morale if the accusation of preferred treatment were levied against it.
- (3) There might be inadequate liaison with other faculties and incomplete use of university resources.
- (4) It is possible that a one-year programme when placed in a four-year setting would not be as effective as it is at present. In particular, it might suffer by comparison with the two- and four-year programmes.
- (5) There would be a temporary increase in the shortage of teachers if many students were encouraged to complete two- and four-year programmes before serving in the field.

- (6) There would be some difficulty in integrating effectively a one-year programme with a four-year programme.

Problems

- (1) Maintenance of standards equivalent to those of the major institution.
- (2) The effect of adopting identical entrance requirements for all students entering teacher education.
- (3) The effect on the College of Education of having to admit large numbers of one-year students, many of whom might not meet university entrance requirements.
- (4) The possible inelasticity of the university personnel in respect to course offerings and teaching techniques, particularly if instruction is to be provided by both Education and Arts and Science Faculty members.
- (5) The extent to which the Public Authority, which has the ultimate responsibility for the product, might wish to place control of the budget in the hands of a Federated College.
- (6) The manner in which curricula should be developed and controlled in a federated college.
- (7) The manner in which staff appointments should be made under a federated college plan.
- (8) Assurance of an adequate budget for a federated college.

4. Two-Year Teachers College Plan

Advantages

- (1) It could facilitate the tightening of the requirements of the second year programme for the Standard Certificate.
- (2) It would provide the opportunity for, and perhaps increase the likelihood of, students completing a two-year terminal course in the same institution.
- (3) The quality of the programme would probably be better if the first and second year courses were taken in the same institution.

- (4) There would be an advantage to both the institution and the students, particularly in extra-curricular activities, to have beginning and senior students enrolled in one institution at the same time.
- (5) The staff could concentrate on a terminal course leading to the Standard Certificate.
- (6) It would eliminate the overlapping of personnel for the work of the first and second years, if this work were no longer offered in the College of Education.

Disadvantages

- (1) The problem of integrating the work of Teachers College and the College of Education would be intensified.
- (2) The requirement of additional buildings or extension of old ones would tend to make this division of teacher education permanent.
- (3) It might be more expensive since there would be duplication of facilities and services.

Problems

- (1) The difficulty of integrating or co-ordinating the Teachers College programme with that of the College of Education.
- (2) The problem of obtaining an adequate number of academically and professionally trained personnel for an extended programme at Teachers College.
- (3) There would be less variety of courses available to two-year students if these courses were offered in an institution with a somewhat limited staff.
- (4) The problem created for the university by eliminating the work of the first and second years from the College of Education.
- (5) If the work of the first two years were not eliminated from the College of Education, there would arise a more intensive competition for students.
- (6) There would be a problem of financing any necessary changes.

A two-year Teachers College would need additional building construction since the buildings at present used are taxed to their capacity by the one-year programme. Additions might be made to the building at Moose Jaw or to the Normal School building at Regina if that became available. However, it is the opinion of the Committee that, if a two-year programme were established, a new building should be built on the university campus at Saskatoon so that the students and staff might benefit from the resources of the university.

If a two-year programme in Teachers College were established, there would need to be a considerable addition of staff; the course would need to be closely integrated with that of the College of Education and count as the work of two years towards the Bachelor of Education degree.

Whatever changes may be adopted, the Committee realizes that a one-year emergency course will need to be continued, although it is their hope that we might reach within a reasonable time that point of teacher supply where the one-year course could be eliminated.

APPENDIX D

THE PROPOSAL FOR THE INTEGRATION OF TEACHER
EDUCATION SERVICES MADE BY THE
PRESIDENT OF THE UNIVERSITY AT
A MEETING WITH THE
MINISTER OF EDUCATION ON 20-XII-1961

(AN ANALYSIS BY THE DIRECTOR OF TEACHER
TRAINING AND THE PRINCIPALS OF
THE TEACHERS COLLEGES)

THE PRESIDENT'S PROPOSAL AS RECORDED BY
THE DIRECTOR OF TEACHER TRAINING:

1. All teacher education would be administered by the Faculty of Education, University of Saskatchewan, with branches at Saskatoon and Regina.
2. The Faculty would have two divisions, namely, (a) a junior division offering a two-year terminal course which would carry university credit of one year towards the Bachelor of Arts degree and two years towards the Bachelor of Education degree, (b) a senior division offering a four-year continuous programme leading to the Bachelor of Education degree and the third and fourth years of the Bachelor of Education programme for teachers who had completed the work of the junior division. The senior division would also offer a diploma year for graduates of other colleges and the work for the Master's degree in Education.
3. For the junior division there would be a liaison committee, the majority of members of which would be appointed by the Minister of Education. The President of the University would recommend to the Senate and Board of Governors of the University that the recommendations of this committee be accepted in respect to such matters as length of course, curriculum and methods of implementation. If the President's recommendations were accepted, then this recommendation would be incorporated in a written agreement between the University and the Minister of Education.
4. For the senior division the present Advisory Council to the College of Education might be enlarged with the possibility of some change in function.
5. Either the committee for the junior division or the enlarged advisory council for the senior division might have advisory jurisdiction in regard to teacher certification.
6. Two-year and four-year programmes leading to the Standard and Professional Certificates would be offered on the Saskatoon campus. A two-year programme would be offered initially on the Regina campus, but with the development of the Regina branch of the University and when conditions warranted it, a four-year programme would be offered in Regina.
7. (There was some lack of clarity in regard to the relationship between the Regina institution and the Dean and Faculty of Education at Saskatoon.)

8. The members of the staff of Teachers College would become members of the staff of the Faculty of Education with the status and salaries warranted by their current salaries. Future status and salaries would be determined by the policy common to all Faculties of the University.

9. The superannuation rights of the members of the Teachers College staff would be protected.

10. Appointments to staff and budgetary control would be functions of the University.

ANALYSIS OF THE PRESIDENT'S PROPOSAL BY
THE DIRECTOR OF TEACHER TRAINING,
AND THE PRINCIPALS OF THE TEACHERS
COLLEGES

1. "It would seem unnecessary and cumbersome to have two committees or councils for such a College of Education as is envisaged in the proposal. The Committee for the junior division is intended to be close to the authority of the Minister, while the committee or council for the senior division is, by implication, to be more remote from the authority of the Minister. It is possible that the personnel of the two bodies might overlap in part. There would undoubtedly be a tendency for the policies of both committees to become uniform. Since it is certain that the policy of the council for the senior division would not move towards greater dependence on the Minister, the move in policy would be away from the Minister.

If the Minister appointed to the junior committee persons who knew the needs of teacher training and, in particular, some persons who were on his immediate staff and further, if these persons recognized the need for vigilance, the authority of the Minister might be maintained for a time. However, with appointments, and budgetary and administrative control in the hands of the University, the authority of the Minister in teacher education would almost inevitably wane and eventually become nominal.

2. "The close association of teacher training and the superintendents would be largely lost since these two aspects of the training programme would be under different authorities, namely, the University and the Department of Education.
3. "It is very doubtful, indeed, if the basic values set out in the accompanying article on "The Integration of Teacher Training Services"¹ and which are considered to be so essential in the training of elementary school teachers could be maintained in a university organization. According to information from both Alberta and British Columbia, their systems were predicated on a preservation of these values, but these values were lost.

While the University might sincerely undertake to preserve these values, there is a likelihood, if not a certainty, that the traditional pattern of spaced lectures would prevail. In earlier

¹A submission by the Director of Teacher Training, written sometime in 1957-60 (approximately), to be found on a file in the possession of the Director of Teacher Training, Regina.

and current discussions with University personnel there have been recurring indications that some procedures considered essential in the training of elementary school teachers are not in harmony with the views of the members of the staff of the College of Education.

4. "It is a regular policy, and perhaps a need, for the various faculties on a university campus to adopt the administrative format of the whole body. In a large and growing university it would be difficult for any faculty to preserve a particular and distinctive pattern. Also, it would be difficult for staff members to preserve that close contact with students which is one of the main strengths of our present Teachers College.
5. "Universities are not charged with the responsibility for teacher supply and, therefore, it is not to be expected that teacher supply would be an important consideration with a college faculty in determining policy and procedures. However, teacher supply is a matter of vital concern at all times to a Minister of Education who has the responsibility for staffing our schools.
6. "Certification is a matter which is a Departmental function in every province of Canada. While the Minister may seek the advice of a special committee, he cannot advisedly delegate this authority to any person or body outside his own Department.

"In view of the foregoing and the experience of the Director of Teacher Training and the Principals of Teachers Colleges, who have together prepared this submission, it is our considered opinion that the training of elementary school teachers should remain a function of the Minister of Education and not a function of the University. This is also the opinion of a very large majority of the Teachers College staff and of our Superintendents of Schools. The results of a survey of the opinions of our Superintendents is [sic] attached hereto.²

"While we believe that the best interests of education would be served by a federated or an affiliated college for teacher training, a very excellent program could be conducted in a two-year Teachers College under the Minister of Education. If a new building were erected in Saskatoon on the University Campus, the College of Education as well as Teachers College could be housed in it.

"We believe that the new proposal for integration does not deviate materially from an integrated faculty of education and that,

²A questionnaire for Superintendents of Schools prepared by the Director of Teacher Training and entitled "Reorganization of Teacher Education."

within the framework of the proposal, the Minister's responsibility for teacher training and teacher supply would not be adequately protected.

"It is rather significant that on November 23rd, the President of the University stated that a federated college was not only possible, but would be in the interest of teacher education. The President discussed the matter with the Dean of Arts and the Dean of Education and as a result apparently came to the conclusion that it would be a good thing to co-operate with a two-year program in Teachers College. On December 4th, the Dean of Arts, in Regina, stated that there would be no difficulty whatever in obtaining for the two-year program a year of credit in Arts and two years of credit towards the B.Ed. degree. It would seem that, subsequent to December 4th, the Dean of Education, in his desire to control the training of elementary school teachers, as well as high school teachers, was able to persuade the President and the Dean of Arts to offer the proposal which was made on December 20th. This proposal, in the opinion of the Director of Teacher Training and the Principals of Teachers Colleges, does not protect the authority of the Minister and is inferior to either a federated or affiliated college or a two-year program in Teachers College for the training of teachers for our elementary schools."

The Director of Teacher Training and the Teachers College Principals made some suggestions for safeguarding the training of elementary school teachers should the proposal of the University be accepted:

"If the Minister of Education favors the proposal which was made on December 20th and proceeds to implement it, the following suggestions are strongly recommended:

"1. Each of the years of the two-year junior division should be of approximately 36 weeks duration.

"2. There should be a total of ten or twelve weeks of practice teaching of the block type with some practice teaching in each of the two years. This practice teaching should take place at times other than at the end of the session to ensure that adequate supervision and discussion of problems can take place.

"3. There should be a close integration of theory and practice, with practice teaching focal in the programme.

"4. Instructors of academic subjects should teach within the framework of the two-year time-table and should have some contact, if limited, with the supervision of practice teaching.

"5. There should be provision for a program which continues throughout the day and avoidance of isolated lectures at various places on the campus.

"6. The evaluation of students should be based on the broad purposes of teacher education and not alone on narrow testing procedures.

"7. There should be a separate budget for the College of Education which should receive the approval of the Minister of Education before it is finalized by the Board of Governors of the University.

"8. Appointments to staff might reasonably be made by University authorities.

"9. In Saskatoon, the Principal of the Teachers College should become the Director of the junior division of the College of Education. The Principal of Teachers College, Regina, should become an Associate Dean of the College of Education. The Regina institution should not be under the direction of the Dean and staff at Saskatoon.

"10. The certification of teachers should remain the responsibility of the Department of Education until any new programme has become well established and probably should remain permanently a function of the Department of Education. "

APPENDIX E

A SUMMARY OF THE GOVERNMENT OF THE
PROVINCE OF SASKATCHEWAN
DEPARTMENT MEMO

January 3, 1962

From: The Director of Teacher Training
To: The Minister of Education

Re: Integration of Teacher Training Services

The Director points out to the Minister of Education that following the meeting with the President and Deans of Arts and Education on December 20th, 1961, he arranged a meeting with the Teachers College Principals (held December 27th, 1961). This memo to the Minister covers the report which grew out of the December 27th meeting.

In this memo, the Director expresses his personal point of view. He says he subscribes fully to the attached report. He goes on to point out that the President's proposal is only superficially a compromise. The Director believes the University officials hope to see all the training of elementary teachers follow the pattern then established in the College of Education. As far as the Director is concerned, he believes such an approach to be inadequate. He cites, for example, the Dean of Education's view that there is no need of practice teaching during the first year of teacher training. This view, the Director argues, is based upon a desire to preserve in the new organization the present College of Education approach to the first year of training wherein the practice teaching is limited to conform to the needs of the Faculty of Arts.

The true compromise, according to the Director, is to be found in a previous suggestion of the President that the University approve in principle a federated college of education. Another acceptable compromise would be a two-year course in the Teachers Colleges which provides credit for a year in Arts and two in Education. The Director suggests that the two-year programme, apart from physical accommodation, represents a rather minor extension of the Department's responsibility.

The Director believes that the compromise proposed now by the President is unworkable unless the Department reserves the right to protect the training of elementary teachers. He says the proposed "special committee" is not an instrument sufficiently strong to maintain the Minister's authority.

The Director closes his memo to the Minister as follows: "I have always maintained that in any reorganization of teacher education the lines of authority should be clear. They are clear

at the present time. They would be clear in a two-year program in Teachers College. They would be over-lapping and somewhat confusing in the proposal made by the President."

APPENDIX F

A SUMMARY OF A REQUIREMENT STUDY ON THE
EDUCATION AND TRAINING OF TEACHERS
AND PROFESSIONAL STAFF WHICH CAME
UNDER THE PURVIEW OF THE MINISTER.
(MIMEOGRAPHED MATERIAL IN THE POSSESSION
OF THE DIRECTOR OF TEACHER TRAINING.
DEPARTMENT OF EDUCATION, JUNE, 1962.)

LEGAL RESPONSI- BILITIES

Section II of this document deals with responsibilities for teacher education. Section 3, 1(c) of The School Act provides an outline of provincial responsibilities for the provision of teachers: "The Minister, with the approval of the Lieutenant-Governor-in-Council, shall have power: 1. to make regulations of the Department: (c) for the examination, licensing and grading of teachers and for the examination of persons who may desire to enter professions or who may wish certificates of having completed courses of study in any school." Also in Chapter 22, Section 4 of The Department of Education Act certain responsibilities are outlined. This indicates that the responsibilities are to be discharged through the establishment of Teachers Colleges.

HISTORICAL DEVELOP- MENT OF TEACHER EDUCATION IN SASKAT- CHEWAN

When the Province of Saskatchewan was formed in 1905, several Normal Schools and centres of teacher training were taken over by the Department of Education. In 1910 the Normal Schools were affiliated with the University of Saskatchewan. (Since 1910 the principals of the Normal Schools (later (1953) called Teachers Colleges) have been members of the University Senate.)

"The review of The University Act, The Department of Education Act and Statutes, Orders-in-Council, Reports of the Minister of Education and of the President of the University reveals no specific reference to statutory arrangement for the establishment of a College of Education in the University of Saskatchewan for the training of secondary school teachers. However, The University Act, Chapter 167, Section 31, gives the Senate the power to establish any College, Department, Chair or course of instruction in the University." (p. 3)

In 1926 a School of Education was established; in 1927 it became the College of Education. Dr. Frank Quance was Dean and S. R. Laycock was a professor. (From 1910 to 1926, Dr. W. Murray, President of the University of Saskatchewan, was one of three lecturers in education.)

The evidence suggests that the College of Education has developed on the basis of an informal agreement between the University Senate and the Department of Education. "It would appear that when the College of Education was established in 1927 there was agreement between the University and the Department to what

courses leading to a diploma or degree in education would be acceptable by the Department of certification. It would appear that this informal agreement has continued until the present day and has been expanded on the basis of a Bachelor of Education program and a Professional Certificate." (p. 4)

Three conclusions are drawn from the material in section II:

"(1) Legally the Government of the Province of Saskatchewan must provide for the training of teachers so that adequate educational opportunities for all those who possess a statutory right to attend school will be available.

"(2) The Government has provided for a one year training program for elementary teachers in Teachers Colleges, but it requires an equivalent of two years training for initial permanent certification.

"(3) The University of Saskatchewan, under authority granted in The University Act, has established a College of Education initially for the training of secondary school teachers. This has been expanded to include the training of an increasing number of elementary teachers. Indirect recognition of this responsibility assumed by the University has been given by Regulations governing certification of teachers. However, it must be recognized that other accredited universities both within and outside Canada are given equal recognition in this respect." (p. 4)

FUTURE NEEDS

Section IV of this Report by the Director of Teacher Training is entitled "Future Needs." Under this heading, his philosophy of the organization of teacher education is outlined.

To get strong and competent staff into the schools of Saskatchewan there are three crucial considerations -- the selection of candidates, their pre-service preparation and their in-service development. The selection process should begin at the secondary school level and continue throughout the entire period of education and training.

Pre-service education should include: (1) content courses in the subject areas to be taught, and courses which provide students with a broad cultural

background; (2) courses in the foundation fields of education (learning process, purposes of education, place of school in society, operational policies and procedures of schools and of the teaching profession; (3) research findings related to teaching procedures and practices; (4) internship.

As well as a discussion of the philosophy of teacher education, there is a discussion of the number and kinds of teachers required to meet the needs for expanding enrollments and special aspects of education. (p. 9-10)

RECOMMEN- DATIONS

Section V is entitled "Recommendations."

"(A) The establishment of a unified teacher training program in the province.

In spite of long and continued efforts in the past to arrive at some form of agreement between interested parties, University of Saskatchewan, Department of Education, the Saskatchewan Teachers' Federation and the Saskatchewan School Trustees' Association, efforts to bring about a unified program have not gone through. I would suggest that a provincial educational commission on professional development be established after consultation between the Minister and his advisors and the President and his advisors. This be established by an Order-in-Council on the following terms:

"1. Membership: The Commission should be composed of 15 members; 6 appointed by the Minister to represent the Department; the University of Saskatchewan be invited to appoint 5 members to this Board; the Saskatchewan Teachers' Federation be invited to appoint 2 members; and the Saskatchewan School Trustees' Association be asked to appoint 2 members." (p. 11)

(a) Six Department of Education representatives: Director of Teacher Training (Chairman of the Board), Chief Superintendent, Director of Curriculum, plus three other members of the Staff of the Department ("appointed by the Minister for such terms as he may deem advisable").

- (b) Five University of Saskatchewan representatives: Dean of the College of Education (Saskatoon Campus), Dean (or Associate Dean, if that is what he is called) of the College of Education (Regina Campus), Director of the Summer Session, two other representatives.
- (c) Two Saskatchewan Teachers' Federation representatives:
President and General Secretary
- (d) Two Saskatchewan School Trustees' representatives:
President and General Secretary
- (e) When a representative is unable to attend a meeting of the Board, then the body which he represents can designate a substitute (who on motion of the Board would be entitled to participate in the meeting as though he were a regular member).

"2. Duties and responsibilities assigned to the Board:

- (a) To prepare for recommendation to the Minister a program for the training of teachers in the Province of Saskatchewan, to outline the general proposals which shall govern such program and to specify the results required from such program.
- (b) To consider and review both as a whole and in any or all of its phases the detailed instructional program for the undergraduate training of teachers in the College of Education at Saskatoon and Regina including the subject matter of all courses of instruction and to report and recommend thereon to the Minister of Education.
- (c) To receive and consider recommendations of the College of Education Council relating to the said instructional program.
- (d) To make recommendations to the Faculty Council respecting the graduate training of educational staff which come under the purview of the Minister of Education.

- (e) To require each year at the time when the annual estimate and expenditure for the University are prepared that the Dean(s) of the College of Education submit to the Board a copy of the estimates for the ensuing year which cover expenditures in the said College(s) staff salaries, operation of plant, equipment and libraries, and to report and recommend thereon to the President of the University.
- (f) To lay before the President of the University proposals respecting the staffing for College(s) of Education of the University of Saskatchewan." (pp. 11-12)

3. Procedures:

- (1) Board must meet twice per year and as often as the Board may find it necessary. Eight members of the Board shall constitute a quorum (at least two representatives of the Department of Education, 2 representatives of the University of Saskatchewan, 1 representative of the Saskatchewan Teachers' Federation, 1 representative of the Saskatchewan School Trustees' Association).
- (2) Board's powers shall be:
 - (a) To appoint an executive committee of the Board to exercise, from time to time, such functions as may be delegated to it (on behalf of the Board).
 - (b) To appoint standing, ad hoc or Special Committees to consider and report to the Board in respect to such matters as may be referred to them.
 - (c) To reimburse travel and subsistence expenses of those who incur such expenses because of travel to and from meetings of the Board (when Board members live beyond the centre where the meetings are held).

APPENDIX G

PROPOSITIONS REGARDING ORGANIZATION OF THE
PROGRAMME FOR TEACHER EDUCATION
AND PROFESSIONAL EDUCATIONAL DEV-
ELOPMENT BY
THE DIRECTOR OF TEACHER TRAINING

November 13, 1962.

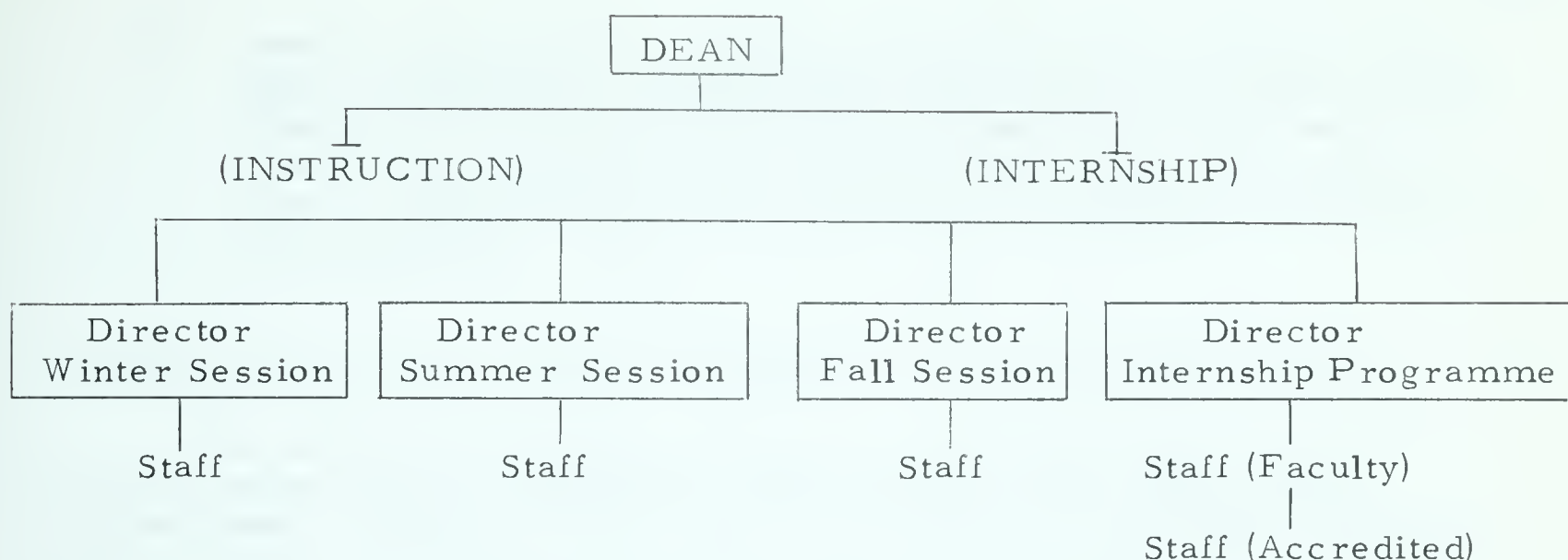
PROPOSITION ONE: ORGANIZATION

That the teacher training year be organized on the basis of three semesters or sessions, each of approximately four months' duration:

- (a) Fall Session (F) - September - December
Winter Session (W) - January - April
Summer Session (S) - May - August
- (b) Each session to be administered separately by a Director under the direction of the Dean, who will be responsible for the total programme at all levels. It would not be expected that all sessions must be organized on the same pattern, i. e. Summer Session may be divided into two parts - May-June and July-August - to accommodate needs of classroom teachers, etc.
- (c) The number of students to be enrolled in any session may be determined by needs and accommodation.
- (d) If and when considered desirable, a remedial session may be included to accommodate those students who, ordinarily, would be asked to discontinue or who need special assistance.
- (e) All students enrolled in the first year programme, regardless of final destination, would take the same course of study.
- (f) Each session in the first and second years should be organized around a common core -- i. e., the human sciences, the physical sciences, etc.

PROPOSITION TWO: FACULTY STAFF

- (a) No member of the professional staff should be expected or allowed to teach more than two out of three sessions or semesters.
- (b) During the non-instruction session, members of the staff should be required to: (1) participate in the supervision of the internship programme on a rotation basis, or (2) engage in research, or (3) teach in another administration, or (4) engage in further study.
- (c) The staff would be concerned with and involved in two parallel activities -- instruction and internship.



PROPOSITION THREE: INTERNSHIP

- (a) In each group of three sessions each student must take one session of internship, but no student will be admitted to the internship programme who has not taken at least one session in the instructional programme.
- (b) The internship programme will be under the supervision of a Director and a staff made up of (1) Faculty assigned under Proposition Two (b) (1), and (2) staff composed of Superintendents of Schools, either locally or provincially employed, or other supervisory or administrative staff in school systems who, upon recommendations of the Dean, may be accredited by the Board for Professional Education Development.
- (c) Interns may be admitted to school systems on the basis of a contract between the Board of Trustees and the Board for Professional Education Development. Such a contract will note the remuneration to be paid the interns and the duties and responsibilities which may be assigned to the interns.
- (d) In order to meet the need for supplying teaching staff, a novice teacher who has completed at least two sessions may, upon recommendation of the Dean, enter into contract with a Board of Trustees and receive a provisional certificate valid for one year. If the work of the novice is adjudged satisfactory by the Superintendent and Supervisory Instructor of the Faculty, credit for one session internship may be granted.
- (e) A person with a degree from another Faculty, to obtain a professional certificate, shall be required to take three sessions one of which must be spent in the internship programme.

- (f) Teachers now holding teaching certificates who wish to improve their certificates or qualifications and receive internship credit through their teaching activities must apply and come under the supervision of the Director of Internship. Experience gained prior to application will not, except in exceptional circumstances, be considered.

PROPOSITION FOUR: HEAD, COLLEGE OF EDUCATION, REGINA

The Head of the College of Education, Regina Campus, should have the same status in relation to the Principal of the University of Saskatchewan, Regina, as the Dean of the College of Education, Saskatoon, has in relation to the President. Both should have equal status on the Provincial Board for Professional Education Development.

PROPOSITION FIVE: STRUCTURE

- (a) That the College of Education be organized on the basis of the following divisions:
 - (1) A Division of Elementary Education -- curriculum and instruction in kindergarten, primary and elementary education, classroom management, the administration of elementary education.
 - (2) A Division of Secondary Education -- curriculum and instruction in junior and senior high schools, classroom management, the administration of secondary education.
 - (3) A Division of Educational Foundations -- psychology (child, adolescent, educational), tests and measurement, philosophy, sociology and history of education.
 - (4) A Division of Special Education and Counselling -- special education, vocational and technical education, clinical psychology, guidance and counselling, performing and visual arts, physical education.
 - (5) A Division of Continuing Education -- extension, adult education, curriculum and instruction of adults in the community, the administration of continuing education.
- (b) That the Divisions of Elementary Education, Secondary Education and Educational Foundations be organized on the campus in both Saskatoon and Regina.

- (c) That the Division of Special Education and Counselling be a part of the College of Education, Saskatoon, and that the Division of Continuing Education be a part of the College of Education, Regina.

APPENDIX H

EXCERPTS FROM A UNIVERSITY OF SASKATCHEWAN
COLLEGE OF EDUCATION MEMORANDUM
TO THE PRESIDENT FROM THE
DEAN OF EDUCATION
JANUARY 3, 1963.

"[] has conveyed to me your suggestion that I should explain, in form of a memorandum, the reasons why I strongly favor the integration of teacher education under university administration, with such safeguards as are needed to protect the government's interest in and responsibility for both the supply and the quality of teachers who staff our elementary and high schools.

"I believe that the university must be vitally concerned with teacher education at all levels because:

"(1) Any sound program of teacher education must include a substantial percentage of liberal arts studies. These studies are already available at the university under qualified instructors in their respective fields, and with appropriate resources in library and equipment. While some modification of present programs to meet the special needs of teachers may be required, it seems both unnecessary and wasteful to duplicate personnel and facilities at another institution.

"(2) In considering the whole question of the administration of teacher education, it would be well to take a long range view and to ask what the requirements of teacher education are likely to be twenty years from now. It is altogether likely that within the next twenty years, a minimum four-year period of professional preparation will be required of all teachers before permanent certification. Support for this prediction, if support is needed, may be found in the reports of recent Royal Commissions on Education, in the recommendations of the Canadian Conference on Education, and in the requirements which now exist for teacher education in the United States and Great Britain. Any interim step, such as the introduction of a two-year program, should be planned in such a way that it will fit the eventual pattern.

"(3) In the Quance Lectures on "Trends in Canadian Education," Dr. W. H. Swift covers three points in the following statement. I have underlined each of these separate points.

"There is, without question, a trend towards bringing teacher training, or teacher education, into closer relationship with the universities, and in so doing to bring into closer association with one another the training of elementary and secondary school teachers. From all across Canada reports to this effect are received"

"Much might be said about the effects and the problems resulting from this transposition. But despite teacher shortage and the consequent delay in reaching some of the desired goals, there seems little doubt that the prestige of teaching as a profession has been enhanced, and that encouragement has been given to the pursuit of further university education in greater degree than is possible when separation of facilities exists,"

"Some further comment on Dr. Swift's first point is pertinent. With the growing emphasis today upon what one might call the 'basic structure' of any subject, it is increasingly important that education at all levels be better coordinated. The separation of the elementary school from the high school and the high school from the university makes this coordination difficult. Where the responsibility for teacher education at different levels is assigned to different authorities, this separation is perpetuated.

"(4) The experience of both Alberta and British Columbia clearly supports Dr. Swift's third point, that when professional preparation is begun at a university more students will stay on to complete their degrees. If we believe that the professional preparation of teachers is no less important or demanding than that of engineers, or agriculturists, this increased retention is surely an important gain.

"(5) With large numbers of students, more adequate provision can be made for their training in terms of buildings, staff, library resources, specialized courses, and equipment.

"(6) It is difficult for any teacher training institution which confines its activities to one level of training to be a first-rate institution. If the university had to deal only with the latter half of the program of teachers in training, there is a real danger that it would be too far removed from the practical aspects of classroom teaching and administration. When, on the other hand, instructors are forced by the nature of their institution to teach only at the beginner's level, and to repeat 'ad nauseam' the same steps with a dozen classes, their own opportunities for professional growth are far too limited.

"(7) A strong graduate school is an absolute necessity for any faculty on a university campus. A strong graduate school is more likely to develop when a student takes all his training within the university. The present pattern for many teachers, of an initial year at Teachers College, plus summer school and correspondence, with a delay of anywhere from two to thirty years before the completion of a degree, is far too disjointed, interrupted, and uncoordinated.

"(8) Under the present system of divided administration, it has not been possible to present either academic or professional classes in any logically coordinated sequence. Under a unified administrative authority, such coordination could be more readily achieved and would offer each student a better program.

"(9) It is with the product of our elementary and secondary schools that university professors must work. It is not good enough for university professors to sit back and criticize the product -- they should be ready and anxious to assist in any way that they can to assure

the best quality of education in our schools. One way to improve this quality is to assist in the preparation of teachers.

"(10) Teacher education is a legitimate and proper concern of a university, if the function of a university is conceived with the vision expressed in the words of this university's first president, Dr. W. C. Murray. The university will fall far short of its aim to 'leave no calling, no sphere of life untouched' if it does not share to the fullest possible extent in the education of teachers."

(Signed) [_____]

Dean of Education

APPENDIX J

REPORT OF THE SUB-COMMITTEE ON TEACHER
EDUCATION PROGRAM DEVELOPMENT
TO THE MINISTER'S COMMITTEE ON
PROFESSIONAL EDUCATIONAL DEVELOPMENT

OCTOBER 7, 1963.

INTRODUCTORY STATEMENT

At a meeting of the Minister's Committee on Professional Educational Development held in Room 267, Legislative Buildings, Regina, on May 3, 1963, a motion was passed unanimously authorizing the appointment of a Sub-Committee on Teacher Education Program Development. The personnel of the Committee was to consist of three members appointed by the University, three members appointed by the Department of Education, two members appointed by the Saskatchewan Teachers' Federation, and two members appointed by the Saskatchewan School Trustees' Association.

The terms of reference for this Sub-Committee were also approved at the May 3 meeting. These were reported in detail in the Minutes of the Minister's Committee, but, for the convenience of those who are present today, they are included as part of the introductory statement of this report:

- (1) That it (this Sub-Committee) shall be concerned with:
 - (a) Developing, in detail, the best possible program of teacher education for the province. This would include programs of various lengths, having due regard for certification policies, and the desirability of meeting degree requirements within the certification program;
 - (b) The steps or phases by which such programs may be brought into operation;
 - (c) Making the greatest possible use of facilities and staff in other faculties of the University;
 - (d) Providing within the College of Education for such courses as may not be available through other resources;
 - (e) Admission requirements to the courses.
- (2) That it shall have the following powers and responsibilities:
 - (a) To appoint such ad hoc committees as deemed necessary;
 - (b) To make the fullest use of all personnel resources;
 - (c) To report to the Minister's Committee not later than October 1, 1963;
 - (d) To establish a central information committee to act as an agency for obtaining data required by any ad hoc committee.

In addition to the responsibilities noted above, the Sub-Committee was further empowered to accept responsibility for the Seminar on Teacher Education to be held at Lake Kenosee during the week of June 17, taking cognizance of the fact that a planning committee had already started to make arrangements for this Seminar.

The Committee membership, appointed by the organizations designated above, consisted of the following: For the University, the Dean of Arts and Science, the Dean of Education; and a Professor of Education; for the Department of Education, the Deputy Minister, the Principal, Saskatchewan Teachers' College, Regina, and the Assistant to the Director of Curricula; for the Saskatchewan Teachers' Federation, the President, the Secretary-Treasurer; for the Saskatchewan School Trustees' Association, the President, and the Executive Secretary. The Director of Teacher Training actively participated as a member of the Committee in his *ex officio* capacity as Chairman of the Minister's Committee. In the occasional absence of the Secretary of the Saskatchewan Teachers' Federation, the Assistant Secretary ably represented that organization. The members of the Sub-Committee regret that because of circumstances beyond their control, neither the Dean of Arts nor the President of the Trustees was able to attend the meetings.

It is not the intention of this Report to elaborate upon the activities of the Sub-Committee since its appointment early in May. The first meeting was held on May 16, at which time the Professor of Education was elected Chairman and the Assistant to the Director of Curricula, Secretary. At this meeting, also, the Sub-Committee authorized the Kenosee Seminar planning committee to finalize the plans for the week of June 17. Provision was made for the appointment of four study committees on (1) Technology in the classroom, (2) Internship, (3) Educational Centres, and (4) Vocational and Technical Education. These study committees were to report their findings to the Sub-Committee.

At the second meeting of the Sub-Committee on June 25, complete reports of the Kenosee Seminar were presented. It was not possible at that time to make a complete analysis of the recommendations contained in these reports. Since some of the Program Development Committee members were not available during July, a smaller working group consisting of the Director of Teacher Training (Chairman), the Principal of the Teachers College, Saskatoon, the Deputy Minister of Education, the Dean of Education, the Executive Secretary of the Trustees' Association and the Assistant to the Director of Curricula, undertook to prepare an initial draft, of the Progress Report, to present to the Minister's Committee on August 2. While these committee members did a tremendous amount of work during this period, consensus on essential points could not be reached in time for the August meeting.

At the third meeting of the Sub-Committee on September 12, agreement was reached on basic principles. Subsequently, another ad hoc committee endeavoured to finalize, in broad outline, the program for the first two years of teacher education courses, leading to the Standard A and Standard B certificates.

Below is a detailed report of the completed recommendations of the Sub-Committee. Two of the study committees, "Technology in the Classroom" and "Educational Centres" have prepared interim reports in the form of recommendations. These are not included in the statements which follow, but at hour request, these can be presented to you.

RECOMMENDATIONS

The Sub-Committee on Teacher Education Program Development presents the recommendations, stated below, for the consideration of the Minister's Committee.

General Principles

A. It is recommended that

1. The first two terms of the program should be composed mainly of classes with a professional orientation, recognizing that some flexibility in content may be necessary (the Dean of Education emphasized the necessity of eliminating from this general principle those students who elected the program for secondary teachers. Reference to this will be made in the final paragraph of the section dealing with the program recommendations);
2. The program of Year I of the two year course is organized on the basis of terms of 15-16 weeks duration, each term to be a complete unit;
3. A much broader spectrum of classes should be introduced, progressively, particularly in psychology, evaluation, and the general area of communication in order to give greater flexibility to the program. It is understood, of course, that most, if not all, of these new classes will be of such a nature and quality as to carry credit towards a Bachelor of Education degree and that some might carry credit toward a Bachelor of Arts degree also.

4. The number of required classes should be reduced and the number of electives thereby increased with the expectation that programs may be more effectively tailored to identifiable needs of schools and teachers;
 5. Courses in English, Mathematics, Science, Social Studies, Fine Arts and Health which are particularly suitable for teachers should be introduced in the initial stages of the new program. It is to be hoped that many of these classes may be credited towards a Bachelor of Arts, as well as a Bachelor of Education degree.
- B. It is also recommended that continuous attention be given to
1. Exploring and promoting more effective methods of on-the-job training through experimentation with various forms of internship;
 2. A full and comprehensive exploration of all the possibilities of the tutorial system of student guidance and counselling;
 3. The exploration of greater use of seminars and guided individual study at the undergraduate level;
 4. The development of a co-ordinated program for teachers-in-service.

Teacher Education Program Outline

The following recommendations were developed in part by an ad hoc committee consisting of two representatives from each of the three teacher-training institutions, with the Director of Teacher Training as consultant. This committee's recommendations were considered by the Sub-Committee, meeting in plenary session on October 5. Some amendments to the recommendations of the ad hoc committee were made by the Sub-Committee. The representative of the Saskatchewan School Trustees' Association, present at the October 5 meeting, indicated that, while he was not opposing the recommendations, he was unable to vote since he did not wish to bind his association without further consultation.

The details of the recommended program for the first two years of teacher education leading to Standard A and B Certificates are as follows:

A. Standard A Certificate:

1. Program for Year One

<u>Term 1</u>		<u>Term 2</u>	
English 104	6 hr.	Education Psychology (including child growth and development and psychology of learning)	4 hr.
Principles and Practices in Teaching (including classroom manage- ment and tests and measurement)	4 hr.	Principles and Practices in teaching (related to grade level or subject in which student is specially interested)	4 hr.
C. I. Written and Oral Communication (including handwriting and spelling)	3 hr.	C. I. Teaching of Music	4 hr.
C. I. Science and Social Studies	4 hr.	C. I. Teaching of Mathem- atics	3 hr.
C. I. Art	3 hr.	C. I. Teaching of Physical Education	3 hr.
C. I. Health	1 hr.	C. I. Reading and Literature	
plus		plus	
Two weeks of block practice teaching.		Three weeks of block practice teaching.	

It is estimated that 13 weeks of actual instruction could be obtained in each of the two 16-week terms. The first term would extend from early September until the end of the first week in January, with a break for Christmas holidays. The second term would begin immediately and would continue into early May.

Comments Re Year One Program:

The program outlined above envisages two distinct and interchangeable terms. Approximately one-half of the freshman students in the Faculty of Education would follow the program outlined for Term 1. The other half of the students would follow the program outlined for Term 2 until Christmas. Programs would then be exchanged for the remainder of the year. Only in the case of principles and practice in teaching would all students take the same program in the first term. This is necessary in order to allow the student to elect for the second term the grade level in which he is most interested.

All classes labelled C.I. (Curriculum Instruction) will include both content and method, in whatever proportion is appropriate to the subject.

The above outline assumes that the English Department of the University will be prepared to cooperate in offering sections of freshman English to Education students during each term. It is further assumed that these classes might be taught either by a member of the English Department who is acceptable to the College of Education, or by a member of the Faculty of Education who is acceptable to the English Department.

The additional week of practice teaching in the second term seems feasible, since no time need be taken for orientation.

2. Program for Year Two:

Compulsory Classes: A half class in Educational Foundations, to run two periods per week throughout the year. 4 hr.

A half class in Instructional Materials and Equipment, to run two periods per week throughout the year. 4 hr.

At least two weeks of practice teaching following sessional examinations.

Elective Program: One academic class, creditable towards an Arts and Science degree.

Three approved professional or academic classes depending on the student's area of specialization.

Comments Re Year Two Program:

An effort has been made to achieve maximum flexibility in this program, and to provide, insofar as is possible at this stage of a student's training, for his or her special interest. Hence, there is only one compulsory class, or more properly, two compulsory half classes. These two half classes, together with the three weeks practice teaching at the end of the year, will give all students some contact with the professional aspect of their work. Apart from these, a student's program may be varied according to the grade level at which he wishes to teach and according to his own interests.

It is expected that a student who intends to teach in the high school will elect a predominantly academic second year, including the maximum number of classes in Arts and Science. Insofar as possible, these should represent his major teaching interests. A student primarily interested in teaching in the primary grades might elect an entirely different slate of classes. Classes such as Children's Literature, Mental Hygiene in the Classroom, Teaching of Art or Music, might be of special interest to primary teachers. However, the primary teacher would not be tied down to such a slate of classes, but might also elect classes in the area of philosophy, the natural or social sciences, or any other field in which he or she might be interested. Students teaching in the intermediate grades might prefer a combination of Education and Arts classes in about equal proportions. A class in Elementary School Science, a class in Geography or History, a further class in Educational Psychology, or a class in Physical Education or Mathematics might represent a typical choice. Again, there should be a very wide range of academic and professional electives.

There was considerable discussion as to whether or not the Year Two program might follow the pattern of two terms of equal length, each complete in itself, which characterizes the first year program. The above program is, however, outlined on the basis of a regular academic year, plus time for practice teaching following sessional examinations. This does not preclude the possibility of a move to the term or semester system, if such a system after a period of trial seems to have some advantages. Neither does it rule out the possibility of early experimentation with a summer semester. It did seem to the Sub-Committee, however, that in order to achieve the degree of flexibility which is desirable in the second year program, a very great variety of classes offered by the College of Arts and Science would be involved. Hence, the recommendation is that in the beginning at least, the Year Two Program should conform to the pattern of the present academic year at the University.

The Sub-Committee discussed the necessity of making possible the transfer of students from other colleges to the College of Education, at the end of their first or second year. This opportunity for transfer is particularly important in the case of Arts and Science students. The Sub-Committee members believe that the recommended program as outlined will permit such transfer.

B. Program of Studies for the Standard B Certificate

The Standard B Certificate is to be awarded to people who already have a high degree of competence in a particular field, and who are required to take some professional training in order to be certificated for teaching in that field alone. The field of Vocational Education, in which a person might have a journeyman's certificate, is one example. The holder of an Associate Certificate in music or its equivalent might seek a Standard B Certificate in order to teach music in a school system.

For such people, the following core of classes is suggested:

English 104	6 hr.
C. I. Written and Oral Communication	3 hr.
Principles and Practices in Teaching (including classroom management and tests and measurement)	4 hr.
Educational Psychology (including child growth and development and the psychology of learning)	4 hr.
Educational Foundations	4 hr.

The program outline above makes provision for twenty-one semester or term hours of instruction, equivalent to the work suggested for one term. The remaining classes, to make up a full year of study, approximately another twenty-one semester hours, will be Curriculum Instruction (C.I.) classes in the student's chosen field. The practice teaching requirement will be equivalent to that of the Standard A program.

For students wishing to emphasize Vocational Education or various aspects of Special Education, provision might be made to utilize the educational facilities of the Saskatchewan Technical Institutes, the School for the Deaf, other Special Education institutions, or Special Classes in Elementary and Secondary schools.

Concluding Statement

In making the foregoing recommendations, only the two-year programs leading to Standard A and Standard B Certificates were considered. The relationship between these programs and a B.Ed. degree program received very brief consideration. The suggested program for the Standard A Certificate could, however, fall within the pattern of either the General or Elementary B. Ed. Program as presently constituted. The Sub-Committee assumes that both the program leading to initial certification and the programs leading to the B.Ed. degree will be under constant evaluation, and that if, at a later date, changes in the B. Ed. program appear to be desirable or necessary, such changes will be made through the appropriate channels. The Sub-Committee recommends that, for the time being, no changes should be made in the organization of the College of Education four-year Secondary Program.

The Sub-Committee wishes to point out that Year One of the program leading to the Standard A Certificate is so organized that, if conditions demand, students will be in a position to undertake teaching duties at the end of the first two terms -- i. e., at the end of Year One. There is every likelihood that the necessity for such a procedure will continue to exist for an indeterminate period.

Presented on behalf of the Sub-Committee

Chairman

APPENDIX K

A STATEMENT BY THE EXECUTIVE OF THE SASKATCHEWAN
SCHOOL TRUSTEES' ASSOCIATION TO THE MINISTER
OF EDUCATION CONCERNING THE REPORT OF
THE MINISTER'S COMMITTEE ON
PROFESSIONAL EDUCATIONAL
DEVELOPMENT

October 31, 1963.

Our executive accepts in principle the committee report, but it wishes to record a number of reservations and qualifications.

Our representations made to you and your predecessors on numerous occasions have consistently voiced concern about the matter of teacher supply, so that every possible step can be taken to prevent a recurrence of the acute situation that we experienced not many years ago and to relieve the remnant of this problem that still exists particularly at the high school level. As a result we are pleased with the decision to offer a first year of training with a high professional content so that trainees can be certificated at the end of that first year so long as it is deemed necessary.

We are concerned about the possibility of tuition fees at the College of Education exceeding the \$150.00 that has been charged for attendance at Teachers' College. We suggest that government subsidization be used, if necessary, to prevent a higher fee. We also request that the necessary funds be added to the Student Loan Fund so that it can be of greater assistance to the larger number of students on campus in the two-year training program. It may be desirable to relax the means test for such loans, and to give more publicity to the availability of funds. We would oppose any further strengthening of admission requirements. Our constant thought is that no impediment should stand in the way of suitable candidates wishing to enter the teaching profession, even though only a very few individuals may be affected by a single measure.

We strongly support the suggestion of a short summer course for graduates of other faculties desiring certification for high school positions. We believe that this step could achieve significant results in the staffing of high school positions. We would urge you to proceed accordingly in the summer of 1964.

As soon as the supply of teachers permits such action, steps should be taken to decertify those substandard teachers who have not upgraded themselves according to the new requirements for certification. These teachers should be given a reasonable opportunity to complete such upgrading, but the transition should not be permitted to continue indefinitely.

We have some hesitation about concurring with the degree of specialization that has been suggested for the training program. In most parts of the province it is necessary to adapt teachers to open positions in order to staff schools. The "general practitioner" is still in strong demand, and we would not want to fabricate another type of supply problem by over-specialization.

On the other hand, we are favorably impressed with the suggestion of a greater assistance from the faculty in the selection of a program for each trainee. We believe that there is a great need for such guidance, but this program will also require a high degree of co-ordination among the faculty members who participate.

We would hope that in those cases when certificates are issued after one year of training, it will not be necessary for those teachers to return for a complete second year intra-murally. We suggest that these teachers be permitted to obtain second-year standing by summer sessions and correspondence courses in the traditional manner but with the benefit of guidance in the selection of programs.

There seems to be no assurance in the committee report that the completion of the two-year program and the issuance of the standard certificate will place the teacher one-half of the distance toward a degree and the professional certificate. We believe that there should be such assurance.

It is unfortunate that the second-year period of practice teaching has been placed at the conclusion of the year. This may be necessary for administrative reasons, but we believe that practice teaching is more useful when there is an opportunity to return to the institution for follow-up discussion and treatment. We doubt the need for such a terminal period of practice teaching primarily for evaluation purposes, for the "screening out" of inept students should have been completed before the end of the second year.

We have reservations about the issuing of a truly permanent certificate at the end of two years of training without a trial period of active teaching. It is true that this has been possible for several years, but the large majority of teachers followed the interim certificate route where undoubtedly many of the weaker teachers became discouraged before obtaining the permanent certificate. Under the proposed two-year program consideration should be given to causing the standard certificate to lapse after a substantial period of inactivity. It could be reinstated by completing a required refresher course. As suggested above with respect to substandard teachers, we do not agree with the principle of lifetime certification.

The matter of internship is closely associated with teacher education. We do not see the value in the relatively short period of internship that has been discussed rather informally on several occasions. Our view is more inclined toward a period of one year. However, we are unable to arrive at any firm conclusion on the basis of the limited study that this matter has received. We suggest no action at present, but that a great deal more consideration be given to the suggestion.

In view of the submissions that have been made to you by this association on the public control of teacher training and certification, you will understand the reluctance with which we agree to the disorganization of the Teachers' Colleges and the integration of all teacher education within the University. We realize that the first step in this direction may take us to "the point of no return," and we have considerable apprehension about the firm entrenchment of the teacher training

program in the university framework. We recognize the budgetary control that will remain with the Minister of Education, and we appreciate the opportunity to be represented on the proposed Board of Professional Development that will continue to work in the area of teacher education. But the scant majority that is proposed for the representatives of the public on this board will require close liaison between your department and our association.

We realize fully that the continued improvement of teacher qualifications will bring about sizeable increases in the cost of education in our province. We hope that the planning of such higher standards has been complemented by consideration to the provision of the necessary funds.

APPENDIX L

EXCERPTS FROM "MINUTES OF THE ADVISORY COMMITTEE
ON TEACHER TRAINING AND CERTIFICATION,"
SASKATCHEWAN TEACHERS' FEDERATION,
APRIL 27, 1963.

The Executive Secretary then brought the committee up-to-date on the latest developments in the matter of integrated teacher training: on May 3 there will be a meeting of the Provincial Committee Minister's Committee and later of four representatives each of the S. T. F. and the S. S. T. A. ; on May 4 in the morning there will be a meeting of the S. T. F. Executive with the Minister and his staff, and in the afternoon the S. T. F. Executive will meet. In June a ten-day meeting will be held between College of Education and Teachers College representatives to outline a four-year teacher training program . . . the S. T. F. will also be represented. All indications point toward the acceptance of the idea of integration by the Cabinet and the Department. The point is, nevertheless, that our publicity material should be all ready in case it is needed in the event of another stalemate. This material should include Mr. Ball's address to the Home and School Provincial Meeting last month and Dr. Coutts' address to Council; also, two points should be stressed with the people in the field -- a federated college would be a second-rate institution and in a segregated college an active and top graduate school couldn't be created. This material should probably be sent to councillors, presidents of locals, PR officers in locals, principals of schools and convention executives, with a general memo and mention of the 10-day meeting on a program for teacher training."

"With the Assistant Executive Secretary the committee discussed the material to be included in a publicity kit:

1. A covering letter reviewing the 1958 negotiations and their outcome and outlining the 1962 meetings and their outcome; explaining the necessity for teachers being informed on this matter (and suggesting the use of the material provided at once to inform teachers and also to be part of the fall convention program and if necessary -- if the meetings of the next week-end are unfruitful -- to be the starting-off place for more decisive action); giving reasons for integration and against segregation and outlining the situation in the other Western Provinces.

2. Attached should be excerpts of the addresses of Mr. Ball and Dr. Coutts and of the Yorkton Report.

"The next step (if an impasse should occur) would be a second letter to go with the recommendations of the Committee for action -- see March 23 minutes re TV coverage.

"This kit should be sent to councillors, presidents of locals, principals of schools and PR officers of locals.

"The Committee recommends that, in addition to the suggestions of the March 23 meeting re the use of the research personnel, they be asked to do reading on the philosophy of teacher training and summarize for us their findings.

"#2 [Mover - Second] : In the matter of the questionnaire (to discover teachers' suggestions re teacher training courses) it was moved that the questionnaire be sent immediately to 1/10 on the S. T. F. mailing list with a covering letter stressing the sampling and the importance of the questionnaire and asking for its return not later than the end of May."

Carried.

APPENDIX M

EXCERPTS FROM A PRESENTATION TO THE MINISTER
OF EDUCATION BY THE SASKATCHEWAN SCHOOL
TRUSTEES' ASSOCIATION,
NOVEMBER 5, 1962.

The Honorable _____, Minister of Education

This submission is made on behalf of the Executive of the Saskatchewan School Trustees' Association, and it is divided into two sections. The first deals with changes that are under consideration for our program of teacher training; the second offers comment regarding a recent submission to the Executive Council by the Saskatchewan Teachers' Federation.

Developments in Teacher Education

Current discussions of teacher education programs frequently include suggestions of two years of training for first certification and the integration of government-operated teachers colleges with the universities. We wish to deal with these matters, and offer our suggestion as to the structure of a future teacher training program in this province.

A move in the direction of a two-year minimum training program involves several important considerations. We believe that it would require a transition period of at least five years in order to prevent a serious shortage of certificated teachers for elementary positions. A similar period would be required for the upgrading of all teachers now in service with less than two years of training. The accomplishment of the higher standard would bring about a substantial increase in the cost of teachers' salaries across the province, and the provincial government should be prepared to recognize this economic consideration and to meet it in its grant structure. Since these implications have been covered by previous submissions from our Association, we shall not deal with them now in greater length. But we shall deal more fully with the matter of integration with the university.

Our prime concern with teacher education is the preservation, and to some extent the restoration, of public control over teacher preparation and certification. This includes the maintenance of a supply of both elementary and secondary school teachers that will meet our needs. This would necessarily include the replacement of those teachers now in service who could be regarded as being of a rather mediocre quality. We suggest that they are of sufficient number to be given consideration in any discussion of teacher supply.

The Minister of Education has the constitutional right to control certification. Teacher education has been traditionally a government function and a public responsibility exercised by the provincial government. On the other hand the university has control of its academic programs and the granting of degrees, the University of Saskatchewan being particularly independent of political control. This presents a conflict of interest that may be difficult to solve.

Similarly, the university administration need not be so concerned with teacher supply. But the Minister must retain the power to quickly introduce effective measures that would meet an impending supply problem. These measures should involve not only certification standards. They should include the freedom of the Minister to regulate entrance requirements and to establish the level of tuition fees. It is significant to observe that the tuition fees of the teachers' colleges are much lower than those of the College of Education. To raise them to the university level would contribute to a reduction in enrolment.

In spite of the fact that our present high school teachers have higher qualifications than their predecessors did ten, twenty, thirty, or more years ago, we seem to have developed a psychosis about under-qualified high school teachers. We suggest that the current interest in placing all teacher training in the university stems from this situation. Furthermore, we believe that this integration could easily jeopardize our long term supply of good elementary teachers because the university program would likely emphasize the degree course and the training of high school teachers. This could be at the expense of our supply of elementary teachers at this time when there is an outlook for reasonable adequacy. On the other hand, the teachers colleges place the emphasis on the training of elementary teachers that is welcomed by the administrators of elementary school systems, and that provides a suitable balance in harmony with teacher requirements in this province.

The proposed agreement for integration seems to provide no ready solution for impasses that could result between the university and the Minister of Education. The ultimate authority of the Minister is not sufficiently in evidence. We see no guarantee to protect the program format for the training of elementary teachers. We believe that the cancellation of the agreement on two years' notice is inadequate for it would be difficult to return to the program we have now after integration had become firmly entrenched. Our suggested structure will offer a more suitable period of experimentation from which the return could be more readily achieved.

The proposed provincial board for professional education development would not compensate for the surrender of authority that the Minister of Education would make under the integration agreement. The proposed board would be required to develop a program, but when this had been done, it would be in the position of only recommending action to the Minister and the President. Furthermore, the representatives of the elected bodies would have only meagre control in the proposed board. We suggest that the representatives of the Minister should themselves constitute a majority of the board.

If there is to be a two-year minimum program for elementary teachers, we suggest that this be offered in the teachers colleges. The preponderance of certificates would then be issued to teachers who had

received all of their training in publicly-controlled institutions. The program of two nine-month years would contain ample provision for practice teaching, and continue to emphasize elementary teaching in order to guarantee a high standard at this level. The faculty of the two-year institution would continue to be in the civil service, where they could readily maintain co-operation with the superintendents of schools in the government service. Furthermore, transfers between field positions and faculty posts would remain a normal and expedient process.

Rather than pursuing the course of full integration with the university, from which return would be almost impossible, we suggest a trial period of at least five years during which the teachers' colleges would be affiliated with the university. We would hope that negotiations would produce a two-year program in the teachers' colleges that would be suitably recognized by the university for its degree purposes. A new building could be constructed on the university campus to house the two-year program of the teachers' colleges. The building could be self-contained, with the possible exceptions of advanced science laboratories and more extensive library services. In this way the benefits of campus life would be obtained without submission to university control and limitations.

APPENDIX N

Notes on the Theoretical Bases of this
Power Study

Scientific fact gathering is done in order to establish generalizations or laws. Ideally, scientific theories consist in a series of interrelated laws. In the language of science, laws are generalizations that can be used to predict events. "A scientific law is a statement of inference derivable from a theory."¹

Ordinarily, in a field like educational administration, a theory used as a basis for research would consist, not in a set of laws, but in a set of postulates, which have much less validity than laws. Deductions from these postulates are the means by which the adequacy of the theory can be tested.

Theorizing aims to accomplish three things with respect to the subject matter of educational administration: description, explanation and prediction.² The building of a theory in the field of educational administration depends, then, firstly upon a careful description of the "facts" of administrative behaviour. Then follows a careful interpretation of the facts, that is a definition of the interrelation of the facts. Finally, upon the basis of description and interpretation, predictions about administrative behaviour can be made. A theory exists when this last stage has been reached -- that is, when given certain conditions, accurate predictions can be made.

Thus, in the development of theory, careful observation is necessary as well as systematic classification of observations. Also, it is necessary to define concepts and relate them so as to yield testable hypotheses. (A theory is not useful unless deductions can be made from it. Deductions are the specific consequences of hypotheses to be tested.)

This particular study is not based upon any well defined theory of power and decision-making. There is no such well defined theory. In this study, the researcher sought to describe, in a careful manner, administrative behaviour within the context of power and decision-making. This study belongs to the first stage of theory building, the

¹R. K. Merton, Social Theory and Social Structure, Glencoe, Illinois. The Free Press, 1957, 96.

²D. Griffiths, Administrative Theory, New York: Appleton-Century-Crofts, 1959, 22.

descriptive stage. When a number of comparable studies have been done, perhaps the interpretive and ultimately the predictive stage will be reached.³

While this study has not been conducted upon a well-defined theory of power and decision making, it has been done on the basis of important assumptions and related concepts and questions. The basic assumption is that policy-making structure (in this case the Government of Saskatchewan Department of Education) has three dimensions: (1) formal structure, (2) groups interested in the policies established by means of the formal structure, and (3) goals sought by interest groups in the polity and their representatives in the policy-making structure.⁴ The basic concepts in this study are power, influence and decision-making. The related questions are: (1) What is the importance of the informal power structure in policy decision-making? (2) What is the role of the administrator in policy decision-making? (3) Can policy decision-making in a bureaucratic organization be democratic?

³For a discussion of the theoretical bases of political power and decision-making in an educational organization, see R. B. Kimbrough, Political Power and Educational Decision-Making, Chicago: Rand McNally and Company, 1964, Chapters 1-3.

⁴See P. Monypenny, "A Political Analysis of Structure for Educational Policy Making," in W. P. McClure and V. Miller (eds.) Government of Public Education for Adequate Policy Making, Urbana, Illinois: Bureau of Research, College of Education, University of Illinois, 1960.

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